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ABSTRACT

The Comprehensive Youth Services Act (CYSA), which was enacted in 1997 to fund juvenile probation services, had the following three basic goals: (1) keep probation youths from further crime; (2) help probation and at-risk youths develop essential skills to avoid dependence on public assistance; and (3) help achieve overarching federal Temporary Assistance to Needy Family (TANF) goals. In evaluating the success of CYSA/TANF in accomplishing these goals, the following five areas were explored: (1) program implementation; (2) services provided; (3) services and programs provided in juvenile halls and camps/ranches; (4) the impact at the individual and system level; and (5) the funding environment and county claiming experiences. Overall, county probation departments (CPD) appear to have closely followed the planning guidelines laid out in the CYSA. The 23 services eligible for CYSA/TANF funding were provided in the context of a number of different programs, and the CPDs used their CYSA/TANF funds both to add new services and to enhance existing services in the service delivery areas stipulated by the legislation. Lessons learned during the evaluation occurred in the following areas: (1) tightening legislative intent; (2) demonstrating program effectiveness; and (3) understanding the difference between large and small counties. (Contains 22 figures, 31 tables, and 5 references.) (MO)

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Statewide Evaluation of the CYSA/TANF Program

Final Report

Susan Turner, Lois M. Davis, Paul S. Steinberg,
Terry Fain

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Final Report

*Susan Turner, Lois M. Davis, Paul S. Steinberg,
Terry Fain*

Prepared for Chief Probation Officers of California

RAND Public Safety and Justice

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Preface

California's Welfare-to-Work Act of 1997 created two new programs, one of which was the Comprehensive Youth Services Act (CYSA). The CYSA, enacted in fiscal year (FY) 1997/1998, provided county probation departments (CPDs) with federal Temporary Assistance to Needy Families (TANF) funds to be used to help attain overarching federal TANF goals by providing services to youths and their families. As specified in the CYSA, the intent of the legislation was to allow CPDs to "provide a continuum of family-focused, case-specific services in a community-based setting, that addresses the full spectrum of child and family needs, including services provided in county-operated residential care facilities."

In 1999, the Chief Probation Officers of California (CPOC) issued a request for proposals to study the implementation and impact of CYSA/TANF. The evaluation was not required by law, but was undertaken by CPOC to provide an independent analysis of how CPDs responded to, and were impacted by, the new legislation. RAND was chosen as the evaluator.

This report is the final document of RAND's three-year evaluation of the Comprehensive Youth Services Act/Temporary Assistance to Needy Families (CYSA/TANF) Program within California. These findings reflect analyses conducted through February 2003, using data from two statewide surveys of probation departments, an 11-county process study, and four county outcome studies.

These findings will be of interest to policymakers and individuals within probation, other county and state agencies, and community organizations, as well as to service providers whose responsibilities include policy design, funding, planning, or service delivery to youths and their families at the local and state levels.

The research is being conducted jointly by RAND's Public Safety and Justice and Labor & Population Programs under contract number CPOC-12-23-99, Chief Probation Officers of California.

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Summary

Introduction

In addition to creating a new welfare program in California – the California Work Opportunity and Responsibility to Kids (CalWORKs) program – the Welfare-to-Work Act of 1997 also created another new state program: the Comprehensive Youth Services Act (CYSA), which was enacted in fiscal year (FY) 1997/1998 to fund juvenile probation services. The CYSA had three basic goals: (1) keep probation youths from further crime, (2) help probation and at-risk youths develop essential skills to avoid dependence on public assistance (Section 18220(j) WIC, or Welfare Institutional Code), and (3) help achieve four overarching Federal Temporary Assistance to Needy Family (TANF) goals: (a) provide assistance to families so youths may be cared for in their homes; (b) reduce dependence of needy parents on government benefits by promoting job preparation, work, and marriage; (c) encourage formation/maintenance of two-parent families; and (d) prevent/reduce incidence of out-of-wedlock pregnancies.

Although there was no legal mandate for CYSA to be evaluated, the Chief Probation Officers of California (CPOC) desired a statewide analysis of implementation and outcomes. Through a competitive bidding process, RAND was awarded the contract by CPOC to conduct an independent evaluation of probation's implementation of CYSA/TANF. The evaluation had four objectives: (1) provide timely feedback to CPOC on CYSA/TANF implementation, (2) document how county probation departments (CPDs) have used CYSA/TANF funds, (3) assess impact of local interventions, and (4) draw lessons for improving overall program design and operation.

The evaluation met these objectives through an approach that combined a statewide implementation survey fielded to all 58 counties in Year 1 (and a follow-up survey in Year 3) that sought to describe the CYSA/TANF program implementation and how it varied statewide; an 11-county process study in Year 1 (and a follow-up survey in Year 2) that looked in more depth at implementation across 11 representative focus counties; an outcomes/impact analysis that focused on system-level impacts and individual-level impacts, the latter being done through an evaluation of four programs in four counties; and a funding/claim submission analysis that describes the funding environment into which CYSA/TANF was introduced as well as how counties maximized the use of CYSA/TANF funds.

The evaluation sought to answer five questions: (1) What programs were implemented?; (2) What CYSA/TANF services were provided?; (3) What CYSA/TANF services and programs were being provided in the juvenile halls and camps/ranches?; (4) What was the impact of CYSA/TANF at the individual and system level?; and (5) What was the CYSA/TANF funding environment and what were county claiming experiences?

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What Programs Were Implemented?

Overall, counties used CYSA/TANF to fund programs in custody settings (i.e., institutions such as juvenile hall and/or ranches and camps) or spread their CYSA/TANF allocation across programs in multiple categories (from prevention and early intervention to supervision to custody) in order to "provide a continuum of family-focused, case-specific services in a community-based setting, that addresses the full spectrum of child and family needs, including services provided in county-operated residential care facilities."[1] Early on, counties used CYSA/TANF in their first key programs to focus on more serious youths (602 WIC), with half of counties addressing the needs of both youths and their families in their first key program. In subsequent programs, counties tended to spread their CYSA/TANF funds across several target populations, including habitual truants and runaways (601 WIC), community youths, and their families. In the latter years of CYSA/TANF, counties continued to concentrate on programs for youths and families throughout the continuum of options, with programs delivered in custody settings still being important.

Program details from the 11 counties that participated in the in-depth process study illustrated the different approaches CPDs took to implement CYSA/TANF. For example, programs ranged from establishing a prevention network or voucher program to expanding comprehensive therapeutic day treatment programs to providing counseling, monitoring, and treatment services and a range of life skills development services to youths in custody. Some counties opted to use all their CYSA/TANF allocation to fund a single program or to fund several different programs along the continuum of options.

In 2002, programs serving at-risk youths and their families served the largest number of clients. Approximately 6,400 at-risk youths and 4,600 families were served by these programs. In addition, approximately 8,500 youths were being served in custody programs.

The fact that the CYSA/TANF program came along in the context of a number of ongoing efforts by counties to develop local action plans to provide comprehensive services to youths helped to facilitate its implementation. This allowed CYSA/TANF to build on existing interagency planning bodies. In addition, countywide approaches for addressing the needs of youths and their families and collaborative working relationships between different county agencies and service providers around this issue already had begun to be developed.

Counties made a number of organizational changes to facilitate the implementation of CYSA/TANF, including hiring new probation (or administrative) staff or retraining staff to focus on CYSA/TANF programs, changing operational policies or procedures to meet CYSA-related goals, modifying or changing tracking and/or case management systems, and developing new claiming mechanisms.

Early planning and program implementation were hindered by several key factors, including difficulties associated with trying to implement a multiservice delivery model, claiming procedures and other documentation requirements, lack of detailed guidance from Department of Public Social Services (DPSS) on CYSA implementation, the vagueness of the CYSA legislation's definitions and guidance on allowable use of monies, and the challenges of contracting with local service providers. In particular, smaller counties found CYSA/TANF a challenge to implement, given that their allocations were not large enough to do much programming with and given complicated claiming procedures.

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[1] Chapter 3.2 Comprehensive Youth Services Act, 18220(i), 1997; PRWORA.

About half the counties outsourced their CYSA/TANF programs and services. Of those CPDs that outsourced, two-thirds contracted with a combination of local service providers (e.g., nonprofit organizations) and other county agencies. In particular, formal treatment services, such as mental health assessment and counseling, were outsourced, as were life skills development services (e.g., social responsibility training, parenting skills development). Factors that influenced the decision to outsource included the greater flexibility outsourcing provided CPDs in determining what programs and services could be provided to this population, prior working relationships with local service providers and other county agencies, and the assessment that outsourcing would be more cost-effective than providing the services in-house. Despite early concerns with contracting out services, overall CPDs were moderately satisfied with the quality and range of CYSA/TANF services provided by local providers.

What CYSA/TANF Services Were Provided?

We found that counties, in general, had a number of initial services already in-place prior to CYSA/TANF, given efforts statewide beginning before CYSA/TANF to enhance the delivery of services to youths through such projects as California Board of Corrections' Challenge Initiative. In this context, CYSA/TANF was used by a number of CPDs to build up their portfolios with respect to the depth and type of services being provided to juveniles and their families. Some counties also used CYSA/TANF to retain existing services that were in danger of losing funding or to add back services that had been cut or substantially reduced because of the loss of Title IV-A-EA funding or other fiscal pressures within the county.

Most counties had some form of formal treatment services pre-CYSA/TANF and used their CYSA/TANF allocation to substantially modify or enhance formal treatment services they already had in-place. In general, large counties (who received about 82 percent of the total CYSA/TANF services allocation) were more likely to use CYSA/TANF funds to substantially modify or enhance existing formal treatment services, whereas small counties, which had fewer services to begin with, were more likely to add new treatment services under CYSA/TANF.

In terms of coordination services, most counties had some form of these services, such as externally-provided case management services, pre-CYSA/TANF. Two-thirds of counties used CYSA/TANF to enhance their external case management activities and half enhanced referral and information services about the availability of community resources. Large counties in general were more likely than other counties to enhance existing coordination services across the board, whereas small counties were more likely to use their CYSA/TANF allocation to add external case management and referral services.

Unlike the other service categories, there was greater variation in the percentage of counties that had some form of life skills development services pre-CYSA/TANF. For example, 75 percent of counties had anger management and educational advocacy services already in-place, whereas only 30 percent of counties had parent peer support services. Counties were more likely to use their CYSA/TANF allocation to add various life skills development services than was the case for other service categories. In general, small counties were more likely than other counties to add new life skills development services, whereas large counties used their CYSA/TANF allocation to enhance a number of these services.

Finally, we found that about 20 percent of counties used their CYSA/TANF allocation to newly add after-care services and 40 percent to enhance existing after-care services. As was true for the previous service categories, large counties were more likely to use their allocation to enhance existing services across the board in the "other services" category (such as after-care, home detention, respite care, or emergency shelter), whereas small counties tended to add just after-care services.

In Year 3, we focused on gaining a more global perspective about the impact of these funds on the 23 CYSA/TANF services. We found that in the latter years of the CYSA/TANF program, counties included a large number of the 23 CYSA/TANF eligible services in their primary program. For example, 11 of the 23 services were provided in more than 75 percent of the counties reporting on their key CYSA/TANF program. Across many of the services, more than a third of counties also reported that they were able to retain a service with their CYSA/TANF dollars.

We expected to find that the types of services and the intensity of services provided in different settings along the continuum of options would vary. Looking across all counties, we found that programs at the higher end of the continuum of options provided more services than did programs for at-risk youths and youths referred for a 602 WIC offense. That is, on average, programs that address at-risk and referred to 602 WIC youths provided on average 12 of the 23 CYSA/TANF services; programs that focused on wards of the court or youths in custody provided on average 15 of the 23 CYSA/TANF services. At-risk programs generally focused less on life skills development services than did programs higher on the continuum. Involvement of the family through such services as family crisis intervention, family mentoring, and family peer support were highest among wardship programs. Formal treatment services (with the exception of day treatment) were provided by the vast majority of the programs, regardless of what part of the continuum of options they focused on.

What CYSA/TANF Services and Programs Were Being Provided in the Juvenile Halls and Camps/Ranches?

In terms of capacity, we found that the 11 counties served varying numbers of youths in juvenile halls, ranging from a low of 26 in one county to more than 1,500 in one of the largest counties. More than half the counties operated one or more juvenile hall with capacities exceeding 200 youths at any one time. For the most part, youths spent relatively short periods of time in juvenile halls during their pre-adjudication phase. Very few of the 11 counties reported lengths of stay exceeding three weeks, with the average length of stay for pre-adjudicated youths ranging from under 5 days to 27 days. With relatively short lengths of stay, the annual admissions to the juvenile halls are high—many times the daily capacity. For example, with an average length of stay of 10 days, the annual estimated admissions to a juvenile hall with a capacity of 50 youths would be over 1,800 youths per year. Thus, although juvenile halls can provide services to a large number of youths on an annual basis, programs for these youths must, by necessity, remain short.

Among the 11 counties, juvenile halls currently provide a number of CYSA/TANF services. We found that the majority of counties provided between 6 and 15 CYSA/TANF services in the juvenile halls, with a minority providing more than 16 services. While in several counties each CYSA/TANF service provided was claimed under CYSA/TANF, in the majority of the counties, not all such services were claimed under CYSA/TANF, but instead were claimed against or funded by other revenue sources. This was partly related to the selective claiming strategy adopted by a number of counties to maximize federal revenue received from different sources.

Most of the 11 counties used CYSA/TANF primarily to enhance services provided in the juvenile halls. These counties provided a number of formal treatment services in the halls, using CYSA/TANF to enhance these services. Life skills development services were also enhanced directly with or as a result of CYSA/TANF dollars. Fewer coordination services and services in our "other" category were provided in the halls; however, these services were enhanced as well. In general, enhancements made as a result of CYSA/TANF funds were more common than direct enhancements. CYSA/TANF funds were also used by the 11 counties to retain some formal treatment, life skills development, and ancillary services in the juvenile halls, with the most frequently retained services being counseling, monitoring, and treatment, and gang intervention.

As for how service provision within the halls was impacted by CYSA/TANF, the majority of the counties reported that real changes, above and beyond adjustments made for claiming, were made in at least one CYSA/TANF service provided. As to collaboration, in a majority of the counties, a stand-alone program (such as a mental health or substance abuse program) was used to provide the service. CBOs were used infrequently, with other county agencies brought in to provide the service either with or because of CYSA/TANF dollars.

Our focus was on the juvenile halls, but we found that the provision and claiming of CYSA/TANF services in the camps and ranches mirrored the results for the juvenile halls within these 11 counties. Similar to what was done in the halls, stand-alone programs were used to provide some CYSA/TANF services (e.g., educational advocacy, mental health assessment and counseling, and anger management). More often, if CYSA/TANF services were provided by an outside agency, it was another county agency rather than CBOs being brought in to provide these services either directly with or as a result of CYSA/TANF dollars.

What Was the Impact at the System and Individual Levels?

To assess the impact of CYSA/TANF at the system level, we drew upon three different perspectives—that of the CYSA/TANF program officers, the Chiefs, and the evaluation team. There were specific outcomes that the CYSA legislation hoped to achieve, such as placing a greater emphasis on increasing the accountability of youths, providing more direct services to youths and families, and placing a greater emphasis on prevention and early intervention, among other outcomes. The CYSA/TANF program officers rated their programs and/or services as having a moderate to large impact on CYSA-related outcome areas. In terms of CYSA-related goals, the program officers felt that the impact of their CYSA/TANF programs and/or services in their county was particularly in the areas of public safety and increasing the range of options that probation officers had in serving these youths and their families.

From the Chiefs' perspective, CYSA/TANF allowed their department to add staff and to add or enhance services within their juvenile halls and camp programs. In addition, CYSA/TANF provided a secure funding base for their custody programs. Also, Chiefs frequently mentioned the addition or enhancement of the range of services offered, particularly to low-level, first-time offenders and their families. If CYSA/TANF were to go away, in the Chiefs' view, major changes would occur within the departments. Most felt that CYSA/TANF and/or other prevention and intervention programs and services would have to be cut back.

From the evaluation team's perspective, CYSA/TANF filled an important gap in funding for juvenile probation services that had been lost when the Title IV-A-EA program ended in December 1995. These federal TANF dollars enabled counties to put back in place services that had been previously lost or to build back up services and programs that had been cut back drastically during the 18-month hiatus between the ending of Title IV-A-EA and the start of CYSA/TANF. Importantly, CYSA/TANF continued a system-wide "sea change" that had started under Title IV-A-EA, from a focus on surveillance and monitoring of youth offenders to a focus on families and on rehabilitative and therapeutic approaches. Requirements with respect to coordination and planning in the CYSA legislation also helped to increase the likelihood that CYSA/TANF dollars would be used to fill in service delivery gaps within the counties and that CYSA/TANF-funded programs would fit into a larger overall county plan for addressing children's needs. That CYSA/TANF and other grant programs required as a condition of funding that multiagency planning bodies be established collectively helped to establish an atmosphere of multiagency collaboration and coordination at the local levels. In addition, CYSA/TANF enabled probation to become a more viable player in a county with respect to children's issues in general, with CYSA/TANF funds serving as an important incentive for other county agencies and local service providers to partner with probation in addressing these issues.

To assess the impact of CYSA/TANF at the individual level, four programs funded under CYSA/TANF were selected for outcome studies for the evaluation—one adult field program, two juvenile field programs, and one juvenile hall program. The programs spanned the continuum of options for offenders. In the Juvenile Assessment Center (JAC), youths were targeted as part of a prevention and early intervention program. In the Youth and Family Resource Center (YFRC), the 8% youths that have been shown to be responsible for generating the most crime after initial involvement in the juvenile justice system were targeted. The Placement Readiness Recidivism Program (PRRP) targeted youths in the juvenile hall with mental health needs who are responsible for much of the disruptive behaviors. Finally, the adult TANF caseload approached the issue of juveniles by targeting their parents for intensive supervision.

RAND staff worked with each site to develop a feasible research design, data collection procedures, and appropriate outcome measures. In all sites, a quasi-experimental research design was implemented in which either an historical comparison group or contemporaneous sample of adults or youths was contrasted with the CYSA/TANF program. In the two programs in which we gathered service-level information, experimental program participants did receive services in keeping with those outlined under CYSA/TANF; however, in the one program in which we contrasted services for comparison and CYSA/TANF offenders, CYSA/TANF offenders did not consistently receive more services than comparison (or routine-processing) offenders. Outcomes for the four programs varied both within and across the sites. In all sites, we observed positive outcomes for CYSA/TANF program participants on at least some outcome measures. However, outcomes were similar for experimental and comparison group offenders on many measures in three of the four programs.

What is the CYSA/TANF Funding Environment and What are County Claiming Experiences?

Funding for CPDs is complex. Departments receive funding from a number of sources that change over time. Most relevant to the understanding of CYSA/TANF funding is Title IV-A-EA. Under Title IV-A-EA, CPDs received reimbursement for juvenile institutional services with claims based on eligibility of wards. This program remained operational until December 31, 1995. Starting in 1996, CPDs experienced an 18-month hiatus between the end of Title IV-A-EA and the start of CYSA/TANF. When CYSA/TANF was implemented, county allocations were made proportional to each county's Title IV-A-EA claim during federal FY 1995/1996.

The total CYSA/TANF allocation initially available to CPDs in FY 1997/1998 was approximately $141 million. Since then, the statewide allocation has been approximately $168 million a year. Overall, CYSA/TANF funding has represented about 10-15 percent of CPD budgets over the past several years. Allocations to California's counties vary greatly, with bigger counties receiving larger allocations. In FY 2000/2001, the smallest counties received allocations of less than $20,000; the largest allocation was over $68 million. On the whole, smaller counties tended to have fewer sources of revenues beyond CYSA/TANF and Title IV-E, so these sources ended up representing a somewhat larger share of their budgets than was true for larger counties. Some counties used selective claiming of CYSA/TANF and Title IV-E to optimize federal revenues received, and some CPDs (primarily the larger ones) established "funding committees" or hired consultants to advise them on how best to maximize their different funding sources.

The extent to which CYSA/TANF represents new program dollars varied by CPD and across years and depended on how the county historically dealt with Title IV-A-EA monies. During the 18-month hiatus between the end of Title IV-A-EA and CYSA/TANF implementation, some CPDs cut services, and some were able to retain services because county Boards of Supervisors (BOSs) allocated money out of county general funds. However, once CYSA/TANF came into being, some BOSs opted to recoup the bailout dollars by reducing the amount of county general funds provided to CPDs by the amount of CYSA/TANF revenue the CPDs were expected to receive. Thus, some CPDs did not ultimately have complete control over their CYSA/TANF dollars.

Given this lack of control, we sought to better understand the fiscal pressures the CPDs were under in using their CYSA/TANF monies. Overall, about one-third of counties indicated some type of fiscal pressures—either withholds in general funds to cover bailout funds provided by counties to CPDs when Title IV-A-EA ended, retention by the county of some portion of CYSA/TANF funds, or pressures to use the CYSA/TANF funds in some capacity other than what the CPD might have desired. However, despite these pressures, three-quarters of Probation Chiefs indicated that they felt CYSA/TANF represented new program dollars available to their departments. Moreover, over 90 percent of the Chiefs indicated that CYSA/TANF was a very important source of revenue to their CPDs, allowing them to fund programs, save positions from budget cuts, and provide services.

Analysis of county revenue survey data, although limited because of differential reporting by counties, was consistent with the experiences reported by the Chiefs. Other county funding increased during FY 1996/1997 at the time probation revenues dropped because of the termination of Title IV-A-EA funds and was reduced in the subsequent year, as CPDs began receiving CYSA/TANF dollars. In subsequent years, increases in CYSA/TANF dollars were associated with increases in overall county budgets, consistent with CYSA/TANF adding new program dollars in later years. However, increases in other funding sources were also occurring at the same time and were probably partially responsible for the observed relationship between CYSA/TANF funding and increasing county budgets.

Conclusions

In assessing how counties utilized their CYSA/TANF allocations and the impact they had on the system and individual levels, the fundamental question is whether the intent of the CYSA legislation was met. The legislation required that counties do a number of things. These included undertaking a formal planning process that included establishing a local planning council representing a number of different agencies and community groups involved with children's issues in the county, getting BOS approval of the expenditure plan developed by the Chief Probation Officer and the planning council, implementing CYSA/TANF-funded programs in any of the 23 service delivery areas, and ultimately helping achieve the four overarching federal TANF goals. Overall, CYSA/TANF-funded programs were intended to help keep probation and at-risk youths from further crime and to develop the necessary skills to stay off public assistance when they become young adults. In addition, CPDs were to serve parents of these youths when doing so would promote increased self-sufficiency, personal responsibility, and family stability.

Of the 55 CPDs that responded to the Year 1 survey, 95 percent indicated they had established a planning council, and most councils included representatives from county mental health, local law enforcement, local school districts, county welfare, and the district/city attorney's and public defender's office. Approximately 80 percent of CPDs also had representatives from the county health department, child protective services, and the county BOS on their planning council. However, only between 20 and 30 percent of counties reported having families or at-risk youths on their council. In general, the councils—particularly those in large counties—tended to be fairly active, having responsibilities beyond CYSA/TANF, meeting frequently, and suggesting changes or making recommendations to initial or subsequent expenditure plans for CYSA/TANF.

In 93 percent of the counties, the BOS accepted all the CPOs' initial recommendations for expenditures of CYSA/TANF funds, with large counties more likely to have county BOS make modifications initially and in subsequent years to their CYSA/TANF expenditure plan.

A number of counties put their funding into the front end of the continuum of options. The 23 services eligible for CYSA/TANF funding were provided in the context of a number of different programs, ranging from contracting with mental health service specialists to providing counseling to at-risk youths or to youths in the institutions, to establishing multiagency centers where wrap-around services could be provided to youths and their families. CPDs used their CYSA/TANF funds to both add and enhance existing services in the 23 service delivery areas stipulated by the legislation. In addition, counties used CYSA/TANF funds to retain some of these services that may have been lost because of cuts in funding or the ending of a grant program. Finally, approximately half the counties outsourced their CYSA/TANF programs and/or services, and of those, two-thirds used a combination of local service providers.

How well do the individual program outcomes address the CYSA/TANF goals of keeping probation youths from further crime, helping probation and at-risk youths develop essential skills to avoid dependence on public assistance, and helping to achieve the four federal goals? These goals range from being directly aligned with probation's traditional mandates (protecting the public and rehabilitating youths) to goals quite far afield from traditional services. In particular, the four federal TANF goals appear only indirectly related to traditional probation activities and programs. Requiring probation programs to evidence successful outcomes on these types of measures may be problematic.

Having said this, in the four outcome programs studies, we found that all addressed the first goal fairly directly and were able to accomplish it to some degree, although program effects were often small. Small program effects, however, are often the norm in this area. The second goal is addressed primarily through the provision of services and the implicit expectation that later on these skills will lead to reduced reliance on public assistance. Many of the 23 services provided help build life skills that should lead youths to more productive and less crime-prone lives. Finally, considering the 58 counties in general, CPDs used CYSA/TANF to fund programs and services in such areas as social responsibility training, parenting classes, family mentoring, educational advocacy and attendance monitoring, alcohol and drug education, and crisis intervention—all of which would contribute directly to achieving the four federal TANF goals.

In terms of lessons learned from the evaluation, we note the challenge of parsing the impact of CYSA/TANF, which makes it difficult to conduct analyses of implementation and impact; the need to tighten legislative intent to prevent the kind of "wiggle room" that enabled BOSs to withhold some funding from CPDs; the growing need to demonstrate program effectiveness to effectively compete for limited resources; the need for CPDs to use CBOs more effectively; and the need to understand the difference in capabilities between small and large counties when it comes to implementing an initiative such as CYSA/TANF.

Six years after the Comprehensive Youth Services Act was created, CPDs continue to view the funding as integral to their departments' operations. CYSA continued a system-wide sea-change begun in the early 1990s that changed CPDs' monitoring of youthful offenders to an emphasis on families and on rehabilitative and therapeutic approaches. Counties have used CYSA/TANF to fund services and programs across the continuum of options—from prevention/early intervention through custody. Counties used CYSA/TANF to provide a large number of the 23 eligible services. Many, however, had a number of these services in place prior to CYSA/TANF. In this context, a number of CPDs used CYSA/TANF to build up their portfolios with respect to the depth and type of services being provided to juveniles and their families. CYSA/TANF funds are integral to CPD operations, representing approximately 10% of annual budgets. CYSA/TANF also served to fill an important funding gap after the end of Title IV-A-EA. Our analysis of four county programs did not show marked program effects. Four programs, however, cannot provide definitive evidence for all programs across the state. Our "lessons learned" suggest further directions for better understanding the implementation and impacts of CYSA/TANF. Given the importance of CYSA/TANF, we encourage continued evaluation and monitoring of this program.

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Acronyms

Acronym	Definition
AFDC	Aid to Families with Dependent Children
BOS	Board of Supervisors
CalWORKs	California Work Opportunity and Responsibility to Kids
CBO	Community-Based Organization
CHHS	California Health and Human Services Agency
CPD	County Probation Department
CPO	Chief Probation Officer
CPOC	Chief Probation Officers of California
CYSA	Comprehensive Youth Services Act
DHHS	Department of Health and Human Services
EA	Emergency Assistance
FY	Fiscal Year
PRRP	Placement Readiness Recidivism Program
PRWORA	Personal Responsibility and Work Opportunity Reconciliation Act
RFP	Request for Proposal
TANF	Temporary Assistance to Needy Families
WIC	Welfare and Institutions Code
YFRC	Youth and Family Resource Center

1. Introduction

Background

When the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) was enacted, it created a new welfare program—Temporary Assistance to Needy Families (TANF). On August 11, 1997, former Governor Pete Wilson signed the Welfare-to-Work Act of 1997, which implemented TANF in California, replacing the state's Aid to Families with Dependent Children (AFDC) with the California Work Opportunity and Responsibility to Kids (CalWORKs) program.

The new legislation in California also created another program—the Comprehensive Youth Services Act (CYSA), which was enacted in fiscal year (FY) 1997/1998—to fund juvenile probation services.[2] Prior to CYSA, county probation departments (CPDs) had received reimbursement for juvenile institutional services under Title IV-A-EA, with claims based on eligibility of wards. This program remained operational until December 31, 1995. Starting in 1996, CPDs experienced an 18-month hiatus between the end of Title IV-A-EA and the start of CYSA/TANF. When CYSA/TANF was implemented, county allocations were made proportional to each county's Title IV-A-EA claim during federal FY 1995/1996. California's allocation of PRWORA funds was increased initially by $141 million in the first year and $168 million in subsequent years. Title IV-A-EA funding allowed broad discretion in the use of federal funds; CYSA funding included new requirements and expectations.

As specified in the CYSA, the intent of the legislation was to provide CPDs with TANF funding to allow them to "provide a continuum of family-focused, case-specific services in a community-based setting, that addresses the full spectrum of child and family needs, including services provided in county-operated residential care facilities."[3]

The legislation had three basic goals:

- to keep probation youths from further crime
- to help probation and at-risk youths develop essential skills to avoid dependence on public assistance (Section 18220(j) WIC, or Welfare and Institutions Code)
- to help achieve four overarching federal TANF goals:
  - to provide assistance to families so youths may be cared for in their homes
  - to reduce dependence of needy parents on government benefits by promoting job preparation, work, and marriage

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[2] CYSA legislation includes statutes 18220, 18221, 18222, 18223, 18224, 18225, and 18226 of the California Welfare and Institutions Code (WIC).

[3] Chapter 3.2 Comprehensive Youth Services Act, 18220(i), 1997; PRWORA.

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— to encourage formation/maintenance of two-parent families
— to prevent/reduce incidence of out-of-wedlock pregnancies.

Counties began CYSA implementation in FY 1997/1998. The CYSA gave CPDs wide latitude for using CYSA/TANF funds to help attain the four overarching federal TANF goals. The parameters given to the CPDs by the legislation were that counties could use the funds to provide any of a series of 23 authorized services shown in Table 1.1. In addition, counties could use up to 15 percent of their annual CYSA/TANF allocations to cover costs associated with administering CYSA/TANF programs.

The CYSA (18220(c)) further permitted CPDs to expand preventive services to target populations that included youths who were habitual truants, runaways, or at risk of being adjudicated wards of the court under Sections 601 or 602 of the WIC. In addition, CYSA/TANF funds could be used to provide services to parents or other family members of these youths if doing so might help promote self-sufficiency, family stability, and personal responsibility for the child (18222(a)).

The CYSA also required that counties establish a local planning council that would advise the Chief Probation Officer (CPO) in the development of the county's proposed expenditure plan and that the Board of Supervisors (BOS) of each county approve the expenditure plan for the use of CYSA/TANF funds.

Table 1.1

CYSA/TANF Services Areas
After-care services
Anger management
Availability of community services
Case management
Counseling, monitoring, and treatment
Drug/alcohol education
Educational advocacy
Emergency shelter
Family crisis intervention
Family mentoring
Gang intervention
Home detention
Individual, family, group counseling
Life skills counseling
Mental health assessment
Parent peer support
Parenting skills
Pre-vocational training
Respite care
Sex/health education
Social responsibility training
Therapeutic day treatment
Transportation to needed services

In general, services provided in the home, residential facilities, or other settings were to be based on five key principles:

- be oriented toward principles of personal responsibility and self-reliance
- use available community resources to the extent possible
- be based on case plans that consider family concerns, priorities, and resources
- be family-focused
- address identified immediate needs, as well as underlying risk factors contributing to problems that are more pervasive and recurrent in nature (18220(I) and 18224(a-d)).

Federal TANF funding (Public Law 104-193) will sunset in 2003.

Although there was no legal mandate for CYSA to be evaluated, the Chief Probation Officers of California (CPOC) desired a statewide analysis of implementation and outcomes. Through a competitive bidding process, RAND was awarded the contract by CPOC to conduct an independent evaluation of the Probation Department's implementation of CYSA/TANF.

Objective

The evaluation has four objectives: (1) provide timely feedback to CPOC on CYSA/TANF implementation; (2) document how CPDs have used CYSA/TANF funds; (3) assess impact of local interventions; and (4) draw lessons for improving overall program design and operation.

As noted by CPOC, "understanding that funding agencies require evidence that money being provided for programs produces the intended changes in the population being served, the intent of the evaluation is to help demonstrate that use of CYSA/TANF funds for juvenile probation programs contributes meaningfully and measurably to attainment of the goals established in the federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996" (RFP No. 99-00, CPOC). The RAND study is to provide an independent evaluation of the Probation Department's implementation of CYSA/TANF and to help inform CPOC about the overall effects of the CYSA/TANF program on juvenile probation services.

Approach

The evaluation has four components: (1) statewide implementation surveys fielded to all 58 counties; (2) an 11-county process study; (3) an outcomes/impact analysis; and (4) a funding/claim submission analysis. We discuss each component below.

Statewide Implementation Surveys

The objectives of the statewide implementation surveys were to describe the CYSA/TANF program implementation and how it varies statewide, identify areas of program success and challenges, and provide guidance for the process study. The initial survey addressed a series of areas, including the selection of local programs for CYSA/TANF funding, the identification of target population(s), local planning activities, methods for claiming CYSA/TANF allocations and maximizing revenue sources, organizational and administrative changes made, and perceptions of successes and challenges in meeting legislative goals. This survey was fielded in Year 1 of the evaluation to all 58 counties. In Year 3 of the evaluation, a follow-up survey effort was undertaken comprising two separate instruments. A short survey to be completed by each of the CPOs addressed fiscal pressures, the impact of CYSA/TANF on their department and county, and their views about the importance of this funding stream to the programs and services being provided to youths and families. A longer survey to be completed by the CYSA/TANF program managers addressed the outsourcing of CYSA/TANF programs and services, collaboration and service integration, organizational changes made to facilitate CYSA/TANF implementation, perceptions about the impact of funded programs and services, populations served and services provided, leveraging of local resources, and perceptions of successes and challenges in meeting legislative goals.

The initial implementation survey was mailed on June 16, 2000. In late July, we conducted telephone follow-ups with individual CPDs to encourage their responses; in addition, a second round of surveys was mailed to nonrespondents. We achieved a 91 percent response rate for the first survey. The Year 3 implementation surveys were fielded in July and August of 2002 to all 58 CPDs. Telephone follow-up with individual CPDs was conducted in September and early October, and a second round of surveys was mailed to nonrespondents. In Year 3, we achieved an 86 percent response rate for the Chiefs' survey and an 88 percent response rate for the CYSA/TANF program managers' survey. Counties responding to these Year 3 surveys receive over 90 percent of CYSA/TANF statewide funding.

We conducted descriptive analysis on the surveys. In particular, we compared differences in type of expenditure plans, claiming approaches, planning activities, programs/services funded, and organizational and administrative changes undertaken. In addition, we grouped counties by population size to compare differences among counties in planning and program implementation activities. For copies of the Year 3 survey instruments, see Appendix A.

We note that the information provided by the surveys was self-reported. We were not able to independently verify information reported by each of the counties. Thus findings reflect what CPDs saw as the implementation and impact of CYSA/TANF in their counties. However, our process study allowed us to study, first-hand, implementation of CYSA/TANF in a subset of counties, as described below.

Eleven-County Process Study

The process component—which was grounded in, and guided by, early returns from the statewide implementation survey—was conducted in both Years 1 and 2 of the evaluation. In Year 1, we reviewed early surveys and talked with probation staff to determine who the key actors were and how much they varied across counties. We explored the most efficient ways to collect administrative and program data. Many of the counties provided us with copies of their expenditure plans and descriptions of their programs. This information helped us tailor the individual 11 county site visits so that we could focus on the key issues unique to each county during the in-person key actor interviews. For those interviews, we developed a semi-structured interview protocol and data collection forms. With these, we collected both program and fiscal/administrative data.

In Year 1, the process study focused on understanding how counties responded to the availability of CYSA/TANF funding and how much these responses influenced program design and availability. We also traced how much these and other funds found their way to families and young people as a result of this funding. We addressed these goals by documenting the activities and experiences of 11 counties—Alameda, Fresno, Humboldt, Los Angeles, Orange, Placer, Sacramento, San Diego, Santa Cruz, Shasta, and Ventura—that agreed to participate in the in-depth study of the CYSA/TANF Program. The 11 counties were selected to achieve geographic distribution within each of the five regions for probation and to be representative of the size of CPDs and counties. The sample included six counties located in Northern California, two in Central California, and three in Southern California. Of those 11 chosen, seven were large counties (populations over 700,000), two, medium counties (populations between 200,000 and 700,000), and two, small counties (populations under 200,000).

The process study addressed a series of areas (some identical to those addressed in the statewide implementation survey), including local planning activities, selection of programs or enhancements, service implementation, inter- and intra-agency coordination activities (including the role of planning councils), organizational and administrative changes, perceptions of successes and challenges in implementing CYSA, and the leveraging of blended funding.

In Year 2, the process study included a short follow-up survey of the 11 counties focused on understanding in detail how they used CYSA/TANF funding to fund programs and services, how they partnered with other agencies or local service providers to provide CYSA/TANF services, what types of programming were done in custody settings, and how many youths and families were being served.

The analyses involved both descriptions of individual county operations and assessment of consistency and differences across counties. When we found differences, we attempted to understand what accounted for them. Such differences emerged because of different county-level goals, because of different ways of organizing program(s) and distributing CYSA/TANF funds, or because of the array of pre-existing programs and services in a county. Differences also occurred because of variation in political support within the county for CYSA or because of competing program goals.

In conducting the analysis, we characterized the planning process (i.e., program(s) selection, target population(s), and the planning councils roles), described the range of services provided, identified barriers encountered in service delivery, described coordination activities, compared methods used to claim CYSA/TANF funds and maximize departmental resources, and assessed how consistent programs were with legislative intent.

Outcomes/Impact Analysis

Our outcomes and impact analysis focused on both the system level and the individual level. For the system-level analysis, we relied on information collected in Years 1 and 3 from the statewide implementation survey. We were interested in the CPDs' assessment of how their CYSA/TANF programs and services impacted selected outcome areas identified in the CYSA legislation and their perceptions of the impact of their programs and services on CYSA-related goals. We also collected information from the Chiefs about their assessment of the impact of CYSA/TANF within their county. Finally, based on our analyses and interviews, we discuss the evaluation team's assessment of the overall impact of CYSA/TANF at the system level.

Our analysis of individual-level impact was conducted in four counties. County selection was based on four considerations that would help ensure the most concise assessment of outcomes for programs that could clearly be identified as "CYSA/TANF." First, we required that candidate programs represent a distinct CYSA/TANF program, as opposed to a hybrid of CYSA/TANF and other funding. Second, to compare outcomes for the selected CYSA/TANF program, we required that a clearly identifiable comparison group be available. Without a comparison group, we could not determine whether the outcomes for the CYSA/TANF program would be any better or worse than "business as usual" or "business pre-CYSA/TANF." Third, we had to be able to identify CYSA/TANF clients. In some programs, CYSA/TANF clients were mixed in with other county clients and it was impossible to identify who they were. Finally, we required a good tracking system that would allow us to gather information on services delivered and outcomes. Because of the scope of the evaluation, only four programs were selected for the outcome evaluation. Our goal was to select programs from northern and southern parts of the state, to include larger and smaller counties, and to include programs in the field and in custody settings.

CYSA/TANF programs in all counties were evaluated on these inclusion criteria. The candidate list was presented to the CPOC Funding Committee for review.

The four programs selected for the outcome evaluation were: (1) County K's adult TANF caseload; (2) County F's juvenile assessment center; (3) County D's youth and family resource centers program; and (4) County H's placement readiness recidivism program.[4] The first three represent field programs; the placement readiness recidivism program provides services to youths in a juvenile hall. Three of the four programs were in northern California. This partially reflects the practice we observed in our process study counties that the larger southern California programs more often had "blended" CYSA/TANF funding with other funding sources and did not meet our criteria for purely CYSA/TANF-funded programs. These programs represented a mix of smaller (Counties K and F) and larger counties (Counties D and H).

For each outcome study, RAND staff worked with program staff to define the appropriate outcome measures, identify the CYSA/TANF study group and comparison offenders, and gather program data. Each evaluation used a quasi-experimental research design. (See Chapter 5 for specific details of the methodology used to evaluate each of the four selected programs.)

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[4] Counties are designated by letters rather than by name. This was done to focus attention on the program types and not individual counties. It may be that details provided in the program descriptions and outcome studies allow those in probation to identify a particular county. Our concern was primarily in masking county names for a wider audience and avoid the tendency to see results as a "report card" for any particular county.

Funding/Claim Submission Analysis

To document funding trends over time, we gathered information from the Probation Business Managers' Association annual revenue surveys, as well as the CYSA/TANF allocations from annual county fiscal letters prepared by the Department of Social Services.[5] For each county from FY 1994/1995 through FY 2000/2001, we entered the reported county approved budget and revenue amounts for the funding streams designated on the county revenue surveys. Over time, the categories for revenue sources changed somewhat, and we collapsed the information into a number of major categories to simplify the presentation. Major categories included: Title IV-E, Prop 172, Title IV-A-EA, Realignment, miscellaneous grants (such as Challenge, the Mentally Ill Offender Crime Reduction (MIOCR) Program), and other grant programs.[6] CYSA/TANF allocations were obtained from the county fiscal letters. "Other County Funding" was calculated as the difference between the total budget reported and revenues received from these other sources.

Our analysis of how counties claim their CYSA/TANF allocations and leverage these funds with other funding sources utilized information from the Year 1 statewide survey and 11-county process study. Because CYSA/TANF funds are obtained as reimbursement rather than a direct grant, CPDs must first expend county funds then claim reimbursement for those expenses. CPDs can claim the expenses through a capitated methodology or through claiming for specific CYSA/TANF services, generally through time studies (often done in the juvenile halls). This analysis discusses strategies counties use to maximize federal revenues received from CYSA/TANF and other programs.

Organization of This Document

The remainder of this document addresses five questions: What programs were implemented? (Chapter 2); what TANF services were provided? (Chapter 3); what CYSA/TANF services and programs were being provided in the halls and camps/ranches? (Chapter 4); and what was the impact of CYSA/TANF at the individual and system levels (Chapter 5). Chapter 6 discusses the funding environment and claiming strategies used to secure CYSA/TANF funding. Chapter 7 includes an in-depth discussion of how well the intent of the CYSA legislation was met.

Appendix A includes copies of the Year 3 statewide survey instruments. Appendix B gives supplementary tables not included in our discussion of the outcome studies.

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[5] Accounting methods vary among counties. As a consequence, it was not feasible to obtain consistent expenditure information on a statewide basis. The best uniform approximation of expenditures available to RAND was the approved budget for each CPD for each fiscal year of the study.

[6] Camps and ranches funding was broken out separately from FY 1998/1999 onward.

2. What Programs Were Implemented Under CYSA/TANF?

A key question about the use of CYSA/TANF funding concerns the types of programs it was used to support. In particular, we were interested in where along a continuum of options those programs fell, what factors facilitated or hindered county planning and implementation of CYSA/TANF programs, how the counties used outsourcing to provide CYSA/TANF programs, and how many youths and families were affected by these programs.

CYSA/TANF Programs Along the Continuum of Options

We had two sources of input to address the question of what programs counties funded with their CYSA/TANF allocations and where they fit along the continuum of options: (1) the two 58-county surveys conducted in the first and third years of the evaluation; and (2) the 11-county process analysis in the second year. We present our findings overall and then by county size. To do so, we categorized counties by their population size using a definition similar to that used by the California Board of Corrections:

- small counties (n=32); population <200,000
- medium counties (n=13); population 200,000-700,000
- large counties (n=13); population >700,000.

Statewide Findings

In the 58-county survey conducted in the project's first year, we asked the counties to tell us about the three key programs in which they were using the majority of their CYSA/TANF allocation in FY 1999/2000. This provided us with a snapshot of programs that were being implemented early on under CYSA/TANF. We defined the key programs as follows:

- 1st key program was where a CPD was spending the largest share of its TANF funds
- 2nd key program was where a CPD was spending the next greatest amount of its TANF funds (if applicable)
- 3rd key program was where a CPD was spending the third greatest amount of its TANF funds (if applicable).

Based on descriptions of each key program, we then categorized where along the continuum of options—prevention/intervention, supervision, or custody—each program fell.[7] For this analysis, we defined prevention to refer solely to services being provided in the community to at-risk and/or community youth, in general. Supervision included both intake services and programs provided as part of informal and formal supervision of youth and/or adult probationers with at-risk youths. Only a few counties used part of their CYSA/TANF funds to provide services to adults with at-risk youths living at home. Finally, custody included those programs provided in probation facilities (i.e., juvenile hall and/or ranches and camps).

A number of counties spent their CYSA/TANF allocation in multiple categories along the continuum of options—e.g., on prevention and early-intervention programs, and on programs in the institutions—and thus, on multiple target populations. We categorized these counties as having "multiple" programs.

Not all counties had more than one or two key programs. Further, not all counties provided the CYSA/TANF services through a specific program. For example, a county might have used its entire CYSA/TANF allocation to contract with a community-based organization (CBO) to provide mental health or drug/alcohol counseling services to a target population but not have a formal CYSA/TANF *program* within the CPD. In these cases, we still applied the above criteria to categorize along the continuum of options where these services fell.[8]

Figure 2.1 shows the distribution of programs along the continuum of options for the counties responding to the Year 1 survey. As shown in the left-side set of columns, the first key program for 35 percent of counties was a custody program (i.e., institutions such as juvenile hall and/or ranches and camps). More than 25 percent of counties used their CYSA/TANF allocation to fund programs in multiple categories. Only slightly more than 10 percent of counties used their CYSA/TANF allocation for their 1st key program solely for prevention, early intervention, or diversion programs.

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[7] In the survey itself and in the original Year 1 report, we referred to custody programs as "back end." In this report, we refer to programs in juvenile hall and camps and ranches as "custody," in keeping with a revised continuum agreed upon by the CPOC Funding Committee in Year 2 of the evaluation.

[8] Some counties may have confused reporting program areas with claiming activities. Where we had questions, we called the individual county to clarify responses to survey questions about the key programs and categorized these counties based on this information.

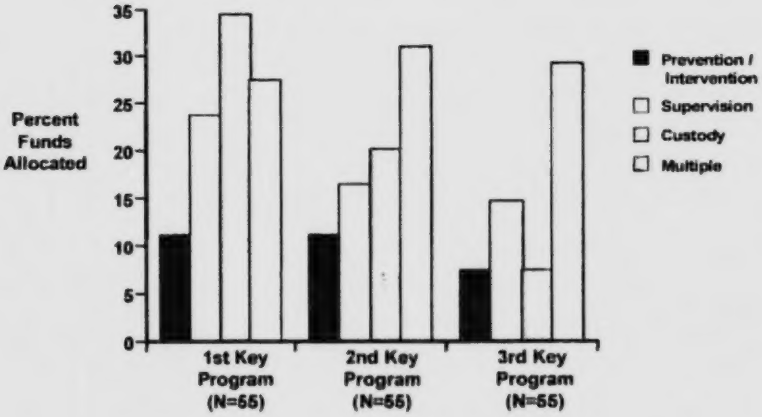

Figure 2.1 – Distribution of Program Funds Along the Continuum of Options, by Key Program (Percent)

Second and third key programs were less likely to use their remaining CYSA/TANF allocation for prevention/intervention and custody programs, and slightly more likely to fund multiple programs. Although not shown, large counties, in particular, tended to use their remaining CYSA/TANF allocation to fund multiple programs along the continuum.

In terms of target population, Figure 2.2 shows that approximately 80 percent of counties focused on more serious youths (those with a petition for 602 WIC)) in their 1st key program. Almost half the counties also targeted families in their 1st key program. About a quarter to a third of counties focused on community youths, habitual truants and runaways, with less than 15 percent of counties targeting adult probationers with at-risk kids. Although not shown, we found that by the third key program, large counties tended to spread their CYSA/TANF funds across several target populations, including habitual truants and runaways, community youths, and families. Medium-sized counties showed a similar pattern, whereas small counties continued to focus primarily on more serious offenders and their families.

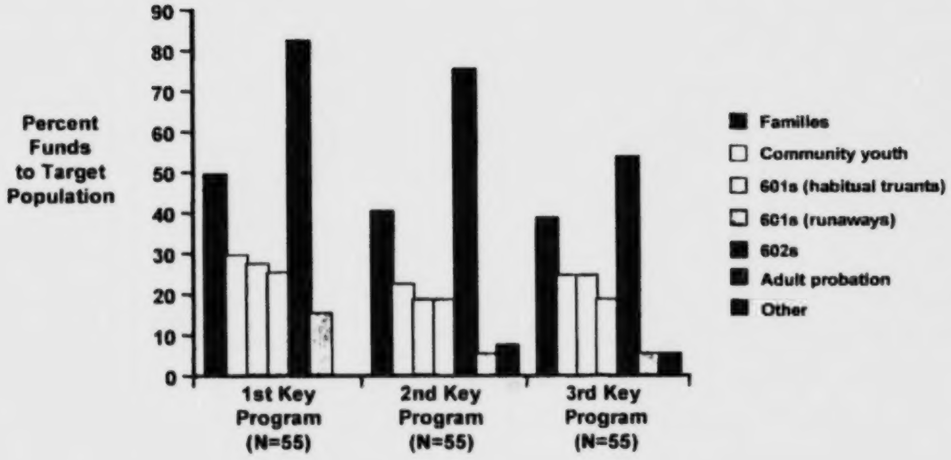

Figure 2.2 – Distribution of Program Funds Along Target Population, by Key Program (Percent)

In the statewide implementation survey conducted in Year 3 of the study, we asked counties to provide us with an update on their most important CYSA/TANF programs. We summed across all three key programs to identify where counties were concentrating their allocations in the latter years of CYSA/TANF. Figure 2.3 shows that counties continued to provide services more to youths than families throughout the continuum of options, with two-thirds of counties reporting programs delivered to youths in custody settings.

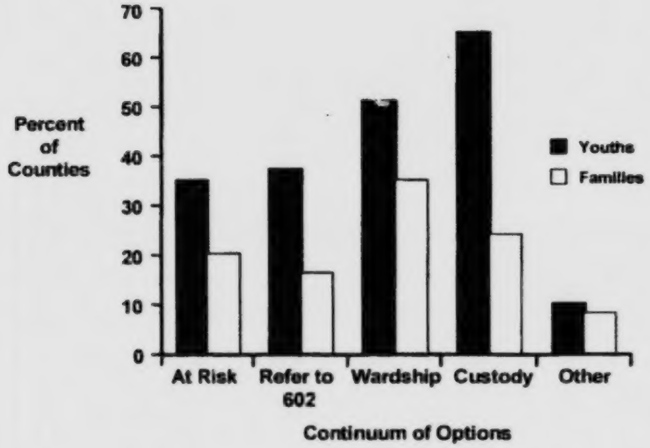

Figure 2.3—Percent of Counties with Programs That Target Youths and Families Along the Continuum of Options (N=55)

CYSA/TANF funds were not used solely to support program services. In the Year 1 survey, 45 percent of counties reported using their CYSA/TANF funds to hire or pay for administrative staff to monitor CYSA/TANF claiming. Between 30 and 40 percent of counties also used their CYSA/TANF allocation to hire additional deputy probation officers, create specialized TANF caseloads, contract with service providers, and/or expand staff in juvenile hall or in other settings. About a quarter of counties used their CYSA/TANF allocation to help fund automated case management or tracking systems.[9]

When we examined the survey results by county size, all counties—small, medium, and large—concentrated CYSA/TANF funds in their custody programs, although the medium-sized counties reported the highest percentages of custody programs (80 percent). Small counties reported slightly more than half of CYSA/TANF programs in custody settings, which may reflect the lower number of camps in these smaller counties. Medium-sized counties, more often than other counties, reported having CYSA/TANF programs that included families in programs that targeted at-risk youths, youths referred for law violations (602 WIC), and wards.

Eleven-County Findings

To understand in more depth how CYSA/TANF funds were being used, we asked the 11 process study counties to provide us with more detailed information on the types of programs they implemented under CYSA/TANF. This was done in Year 2 of the evaluation. These 11 counties provided us with detailed information on their key CYSA/TANF programs—what the program was, the target group, numbers of youths and families served, and the services provided. Table 2.1 presents the program types for the 11 counties. As noted above, we have masked the identities of the 11 counties, using letter designations ranging from A to K for the counties.

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[9] Counties were not asked in the Year 3 survey about other ways in which they were using their CYSA/TANF allocation.

Table 2.1
CYSA/TANF Key Programs in 11 Counties

County	CYSA/TANF Key Programs
A	Juvenile Hall Services Boot camp program Campus Supervision
B	Medium-level custody program Juvenile Hall Youth Center Services Boot camp program
C	Personal/social responsibility Juvenile Hall program Camps services Voucher program
D	Youth and family resources centers Juvenile Hall unit Diversion program for at-risk youths
E	Multiagency comprehensive community-based program Aftercare Drug Court
F	Juvenile assessment center Family services program
G	Prevention network
H	Neighborhood alternative center Placement readiness recidivism program Drug/alcohol treatment and other services
I	Intensive home supervision Mental health and other services (Juvenile Hall) Restorative justice services
J	Mental health counseling and other services (Juvenile Hall) Case management and counseling Substance abuse services
K	Intensive supervision of adults with at-risk kids Regional facility

NOTE: Not all counties listed three key programs.

The following program descriptions provide summaries of how counties are using their CYSA/TANF allocation to fund programs. County A had two custody programs among its top three CYSA/TANF programs. Juvenile hall services were enhanced by adding staff during the activity shift for more interactions with minors. County A's boot camp was opened as a residential facility for males in 1997. The camp was a 200-bed, military-style boot camp program that included physical training, discipline, and military drill and ceremony. The main features were education, leadership-building courses, positive decisionmaking, and self-accountability. The third CYSA/TANF program was a campus supervision program in which probation officers were stationed at seven high schools (and their feeder schools) throughout the district. The program was a collaborative effort between probation, the schools, and law enforcement aimed at first-time offenders and their families. Probation officers held citation hearings at the schools and placed youths on informal probation in which referral to services and work/accountability were major components.

County B's three key programs were all custody programs. In 1999, a minimum-to-medium security program for court-committed male minors age 16–18 was opened. The goals of the program were to respond to delinquency so that these minors would be able to more successfully participate in society. Seven positions were funded out of CYSA/TANF to support the program. The second key program was a transitional program that was opened at the juvenile hall and was designed to help facilitate a smooth transition from detention to placement and/or the community. Seven positions were funded out of CYSA/TANF to open the program. The county's third key program was a boot camp that served youths from three area counties. A number of services were added and enhanced with CYSA/TANF funds.

The first key program in County C was an 18-hour program in the halls that emphasized personal and social responsibility for every youth in juvenile hall. County C also enhanced camp services by adding 20–25 social workers to provide therapy to difficult youths. Instituting training modules on substance abuse, gang membership, setting goals, prevocational training, and social responsibility also enhanced camp services. In addition, a new program in the camps in collaboration with the Public Defender allowed probation to assist those minors with alternatives to a camp placement (e.g., for mentally ill youths). The third program established a voucher system for "middle territory" youths. This program was a collaborative effort with over 80 CBOs that provided a wide range of services, including social responsibility training, family crisis intervention, drug/alcohol education, anger management, gang intervention, and parent peer support. Services were provided to at-risk youths and those in custody, as well as to their families.

The first key program for County D was a youth and family resource center. CYSA/TANF supported three of the county's five centers. These centers provided comprehensive therapeutic day treatment integrating several services in a single location. A primary goal of the model was to strengthen families as a means of reducing criminal behavior among high-risk youths. The second key program was an additional unit in the juvenile hall. Forty-five new staff members were hired to provide services in this unit. Juvenile diversion was the third CYSA/TANF program. The juvenile diversion program was administered by a CBO and targeted youths age 15–18. Successful completion of the program served as an alternative to being processed through the juvenile court system. Programs offered individual, group, and family counseling, as well as community service, restitution, educational, and employment services.

County E operated a family-based program designed to reduce delinquency behavior in the community through the use of graduated sanctions and a focus on community-based rehabilitation. The program linked the local juvenile halls, ranches/camps, alcohol and drug treatment, structured day treatment, a residential rehabilitation center for girls, and intensive community supervision, with a multiagency assessment at the conceptual hub of the program. Services were provided to at-risk youths and wards of the court. CYSA/TANF funds were used to retain services in this program. The aftercare program was added to provide multiple services and intensive community supervision to high-risk wards being reintegrated into the community and their families. A case plan was developed to assist minors in transitioning into the community; the major goal was to eliminate future out of home placements and to shorten the time a ward initially spent in a residential treatment facility. County E's third key program was its drug court, which was originally federally funded. CYSA/TANF allowed the county to retain the program, as well as to add a counselor to deal with family issues.

County F's first key program was a juvenile assessment center that provided prevention and early-intervention services to first-time and low-level offenders. The program was intended to provide these juveniles and their families with needed services, such as victim education and restitution, community service monitoring, anger management, life skills programming, individual and family counseling, psychological assessment, respite care and counseling, community referrals, and case planning. Case planning was done using a strength-based family and child assessment, with input from the family and assistance, referral, and supervision from the probation officer.

County F's other key CYSA/TANF program provided intensive services to children and families when both a child and adult member of the family were involved in the criminal justice system. The target population was children who were wards of the court for criminal behavior and whose parents were on probation. Intensive wraparound services to the family were provided through a case plan. The program was closely aligned with child protective services and foster care services.

County G's key program was a countywide prevention network of 31 agencies. The program provided a variety of services to community youths, at-risk youths, and families. Crisis intervention (and transportation if needed) was provided at two crisis receiving homes. Case management was also provided at youth service centers. In addition, the program provided family counseling, a 24-hour hotline, information and referral services, education advocacy, parenting skills training, mental health services, substance abuse treatment, and anger management.

County H had a neighborhood alternative center that provided mandated intake (626.5 WIC) for youths ages 8–17 years old who were exhibiting predelinquent conduct. Program goals were to prevent future delinquency while ensuring the safety of the community, family, and youths. The program provided brief assessment, crisis intervention, and referral, as well as on-site skill development group. A leadership development academy for youths and a truancy mediation program was also managed through the center.

County H's second key CYSA/TANF program was a placement readiness recidivism program to serve youths with mental health problems in juvenile hall. Program goals were to reduce behavioral problems within the institution, increase the successful adjustment of youths within the institution, and increase the success of out-of-home placement. The program provided mental health assessment and counseling, daily recreation, and training to assist youths with daily functioning and behavior problems. County H also contracted with local CBOs to provide services to youths in custody, including drug and alcohol education and treatment, mentoring, life skills, job readiness, and victim awareness.

County I's intensive supervision program was a detention alternative intended to provide needed supervision for juveniles to allow them to remain in the community and to receive needed services. The overall goal was to reduce youth out-of-home placements while awaiting court disposition. Services included intensive home supervision, assessment, case planning, and individual and group counseling. Some youths receiving services were also on electronic monitoring.

County I's restorative justice program and youth community restoration program provided a range of services, including employment services, victim services, and community development. In addition, the county used CYSA/TANF funds to provide mental health counseling and treatment services in its juvenile hall facility, as well as gang counseling, transition services, and life skills counseling.

County J used its CYSA/TANF allocation to enhance or add mental health treatment services, case management, and various life skills services in juvenile hall. In addition, the county provided, under CYSA/TANF, case management and referral services, as well as counseling, monitoring, and treatment services to community youth, runaways (601 WIC), law violators (602 WIC), and families. County J also contracted with drug and alcohol treatment providers to provide services to youths under formal or informal supervision in an area of the county that had been previously underserved.

County K's key CYSA/TANF program was an adult CYSA/TANF intensive supervision caseload intended to provide services to adult probationers with young children. The caseload was smaller to allow for more individual attention to each family. Program goals were to assist needy families in maintaining their children within their own home or within the homes of relatives, to assist parents to gain employment, to reduce pregnancy, and to encourage the formation and maintenance of two-parent families. The regional facility was an 18-bed, co-ed, locked treatment facility. The program was a collaborative one with mental health and the schools.

As these program descriptions show, CYSA/TANF programs spanned the entire continuum from at-risk to custody and other programs. However, the majority of CYSA/TANF programs were custody programs. In fact, 8 of the 11 counties had at least one of their CYSA/TANF programs in the juvenile halls, camps/ranches, or other custodial facility.

What Factors Facilitated/Hindered Planning and Implementation?

Here, we examine factors that facilitated or hindered the planning and implementation of CYSA/TANF.

Factors Facilitating Planning and Program Implementation of CYSA/TANF

A number of factors facilitated the planning and program implementation of CYSA/TANF. It is important to note that CYSA/TANF was implemented at a time when many new programs designed to overhaul services for juveniles were initiated. For example, California's Board of Corrections' Challenge grant program was one of several major efforts across the state to encourage counties to develop comprehensive local action plans for youth and children services. Because of these activities, a number of counties already had multiagency planning bodies to address youth issues and had already conducted in-depth needs assessments to identify service delivery gaps within the county. Thus, it was relatively easy for counties to build on these earlier efforts and, in a number of instances, to use the same planning bodies (or a subset of the members) to develop the expenditure plan for CYSA/TANF. These earlier planning processes also paved the way for agencies to reach a consensus about what service delivery gaps CYSA/TANF could help fill and to facilitate the approval process with the county BOS.

In some counties, a history of county agencies and service providers working closely together already existed as part of task forces or countywide planning bodies to address children's issues. Other CPDs had a good working relationship with the county BOS. In one instance, the Chief Administrative Officer was the former Chief Probation Officer for the county, which also helped to garner support for the CYSA/TANF expenditure plan developed by probation and the planning council. These relationships also had an impact on the degree to which the county BOS viewed CYSA/TANF as representing new program funds for juvenile probation services in their county.

The degree to which a county or the CPD was facing fiscal shortfalls at the time CYSA/TANF was implemented also influenced whether TANF was viewed as representing new program funds for the county or an additional revenue source to help shore-up existing operations.

Another important factor that facilitated planning and program implementation was the statewide coordination and training by the CPOC Funding Committee, which provided detailed guidelines to CPDs on defining TANF-eligible services, claiming procedures, the legal documentation required, and other matters.

The Year 1 statewide survey asked CPDs to indicate what organizational changes were made early on to facilitate CYSA/TANF implementation and to indicate which three top organizational changes made were considered to be the most innovative or important to their county.

Overall, about two-thirds of CPDs indicated they hired probation staff or retrained existing staff to focus on CYSA/TANF-related services and programs. Approximately 55 percent of counties reported hiring administrative staff to track CYSA/TANF programs and changing operational policies or procedures to meet CYSA goals. Half the counties reported forming new interagency structures and modifying or changing their tracking and/or case management systems to facilitate CYSA/TANF implementation. Nearly two-thirds of counties developed new claiming mechanisms, and 35 percent established in-house committees to oversee CYSA/TANF implementation and claiming.

Organizational changes differed by size of county. Small and medium-sized counties were somewhat more likely than large counties to modify or change their tracking and/or case management systems to facilitate CYSA implementation. The larger a county, the more likely it was to co-locate probation staff with other agencies. Small counties were least likely to have formed new interagency structures, developed new claiming mechanisms, changed operational policies or procedures, or hired additional administrative or probation staff to focus on TANF programs and claiming.

The most important organizational changes cited by the counties were making changes to tracking and/or case management systems, forming new interagency structures, adding probation staff to focus on CYSA/TANF-funded programs, and altering operational policies or procedures to meet CYSA/TANF goals.

Our Year 3 survey also examined organizational changes made to facilitate CYSA/TANF implementation. Two years later, CYSA/TANF continued to affect the organizational structure of departments. Similar to findings from our initial year, over half of departments had hired administrative staff to track CYSA/TANF. Almost 90 percent had retrained existing staff or hired new staff for CYSA/TANF programs. Over half co-located probation staff with other agencies. Slightly higher percentages in Year 3 indicated that they had modified or changed operational policies or procedures to meet CYSA/TANF goals. By far, the most frequently cited organizational change made by counties was the hiring of additional staff and the retraining of existing staff, followed by the formation of new interagency structures and the co-locating of probation staff with other agencies.

Factors Hindering Planning and Program Implementation of CYSA/TANF

A number of factors hindered planning and program implementation for CYSA/TANF. Counties found it difficult to operationalize a multiservice delivery model. For example, some counties co-located probation, education, mental health, and child protective services staff in a single center to provide services to at-risk or probation youths and their families. However, working with other agencies in a collaborative fashion to provide a range of services to a specific target population involved differences in organizational territory, culture, and philosophy, as well as conflicts about which agency would lead the collaboration. During our site visits, probation staff in several counties remarked that it was difficult to learn to work as a team in these centers and to accommodate agency differences in objectives and approach. Several staff members from other agencies also commented that at times it felt like probation was being heavy-handed in running these centers. Staff turnover has further contributed to this challenge.

CPDs also reported that procedures for claiming funds and documenting that counties were complying with the CYSA/TANF legislation were time-consuming, as were training probation staff about which services were CYSA-eligible and how to accurately complete time studies for CYSA/TANF and Title IV-E.

CPDs also commented that the "hands-off" approach of the California Health and Human Services Agency (CHHS) also affected planning and implementation, since CPDs had received little guidance on CYSA implementation, and eligibility requirements and claiming procedures were unclear. As a result, the CPOC Funding Committee developed a set of guidelines for counties to follow in implementing and claiming under the CYSA/TANF program and conducted statewide training.

The degree to which CPDs actually controlled their CYSA/TANF funds also influenced planning and program implementation. County BOS and/or planning councils varied in how much influence they exercised over the expenditure plans for CYSA/TANF. See Chapter 6 for a more detailed discussion of this issue.

CPDs faced a number of challenges in contracting with local service providers and CBOs to provide CYSA/TANF-funded services. CPDs found it difficult to evaluate the qualifications of some organizations to provide services such as parenting, anger management, gang intervention classes, and other services for which licensing or accreditation are not required. It was a new experience for many CPDs to write requests for proposals (RFPs), identify service providers, write contracts, and monitor CBOs' compliance with the contract—all of which required staff time.

CPDs also found it difficult to write performance-based contracts and to monitor CBOs' compliance with the contracts. Some CBOs were reluctant (or had no means) to document CYSA/TANF-related services provided. From the CBOs' perspective, CYSA/TANF was one of many funding sources that went into a single pot to provide services and programs by their organization. Our site visit interviews with the

CBOs established that many do not recognize CYSA/TANF as a program separate from other activities and so have difficulty in identifying which youths and families received CYSA/TANF services.

In general, very small counties found CYSA/TANF requirements challenging. Several of these CPDs commented that the CYSA/TANF allocation was so small that it was difficult to do much programming with it. Instead, they felt the allocation was just enough to hire an additional DPO. Other counties noted that the claiming procedures alone were complicated enough that it was not worth spending staff time to claim their CYSA/TANF allocation.

Finally, in the early years of CYSA/TANF, many CPDs faced staff shortages, particularly in Northern California counties. A booming economy and competition from the high-tech industries made it difficult to retain staff and required them to contract with local service providers for TANF-funded programs.

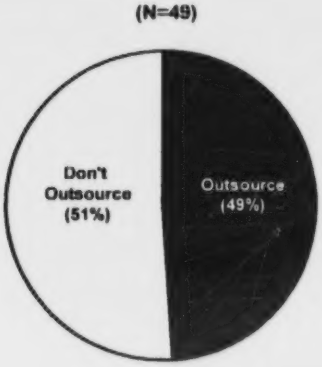
In our Year 3 survey, we asked what elements in the existing CYSA/TANF legislation, if any, were obstacles to counties' using their CYSA/TANF allocation. More than half of the Chiefs reported no major obstacles in the legislation that affected their counties' use of CYSA/TANF funds. This was particularly pronounced for smaller counties. Almost two-thirds of the smaller counties reported no problems, compared with fewer than a third of the larger counties.

However, Chiefs who indicated there were some problems expressed concerns about the limitations and definitions of eligible services and the allowable uses of the monies. For example, one medium-sized county Chief explained, "We continue to provide and claim for services that are not reimbursed through CYSA/TANF funding. Unless they widen the scope of claimable functions, this department will no longer be able to provide these services." Several counties mentioned the lack of clarity in the legislation about what constituted "new" programs and the use of CYSA/TANF funds in the institutions. As one medium-sized county stated, "Lack of clear legislative intent on the issue of supplantation of funds [was an issue]. 'Wiggle room' opened the door for county boards and CEOs to simply back out county funds and replace [them] with TANF to maintain existing levels of program funds." We discuss the issue of whether CYSA/TANF funds were used as replacement funds in Chapter 6.

Use of CBOs and Other County Departments for CYSA/TANF Programs

The Year 1 survey and site visits identified contracting with CBOs and local service providers as one of the challenges faced in implementing CYSA/TANF programs and services. To understand the issue of outsourcing better, we asked the CPDs in the Year 3 survey for specific information about whether they outsourced CYSA/TANF programs and services and if so, what types of outsourcing they were using, in what areas, and what factors influenced their decision to outsource. We also asked them to rate their overall satisfaction with the use of contracted service providers for their CYSA/TANF programs and services.

In 2002, approximately half of CPDs (24 out of 49 departments) indicated that they outsourced CYSA/TANF programs and/or services (Figure 2.4). Of those CPDs that outsourced, 68 percent contracted with a combination of local service providers (e.g., nonprofit organizations, non-county service providers) and other county agencies (e.g., department of mental health, department of education). Eighteen percent contracted only with local service providers and 5 percent contracted only with other county agencies. Those CPDs that outsourced their CYSA/TANF programs or services had contracts with an average of 10 organizations.



Of Those That Outsource, Outsourcing Mechanisms Used

Outsourcing Mechanism Used	Percent
Contract with Local Service Providers	18
Arrange with Other County Agencies	5
Use Both Mechanisms	68
Use Other Mechanisms	9

(N=22)

Figure 2.4—Percentage of County Probation Departments That Outsourced and the Mechanisms They Used

To address what type of CYSA/TANF services CPDs were outsourced, we divided the 23 service delivery areas into four categories, as shown in Table 2.2.

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Table 2.2
The 23 CYSA/TANF Services Areas Categorized into Four Groupings

Formal Treatment
Counseling, monitoring and treatment
Individual, family, group counseling
Drug/alcohol education
Mental health assessment
Family crisis intervention
Therapeutic day treatment
Life Skills Development
Social responsibility training
Family mentoring
Parent peer support
Life skills counseling
Anger management
Parenting skills
Educational advocacy
Sex/health education
Gang intervention
Pre-vocational training
Coordination
Availability of community services
Case management
Transportation to needed services
Other
Home detention
Respite care
After-care services
Emergency shelter

Of those CPDs that outsourced CYSA/TANF programs and/or services, almost all did so for formal treatment services such as mental health assessment and counseling, individual family and group counseling, or drug and alcohol education (Figure 2.5). Most CPDs also outsourced life skills development services such as social responsibility training, parenting skills development, gang intervention, or sex and health education. Almost two-thirds of those CPDs that outsourced CYSA/TANF programs and/or services also did so for coordination services such as case management, transportation to needed services, and other services such as home detention or respite care.

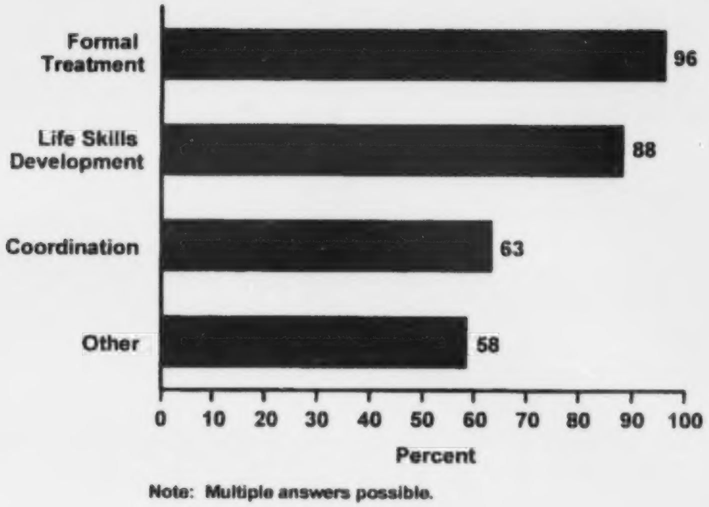


Figure 2.5—Types of CYSA/TANF Services Outsourced (N=24)

CPDs indicated that a number of factors influenced their decision to outsource CYSA/TANF programs and/or services. Most CPDs that outsourced did so because it provided their department more flexibility in the services they could provide to juveniles and their families (Figure 2.6). Almost as important in deciding whether to contract out a given CYSA/TANF program or service were prior relationships with local service providers and with other county agencies. CPDs also indicated that the lack of in-house expertise (e.g., to provide formal treatment services) was an important factor in the decision to outsource. Only 44 percent of CPDs indicated that staffing shortage was a factor in their decision to outsource. Only a third of CPDs indicated that the design of their CYSA/TANF program actually required the use of peace officers such as a day treatment program or a campus supervision program. The pattern of responses was consistent across size of county.

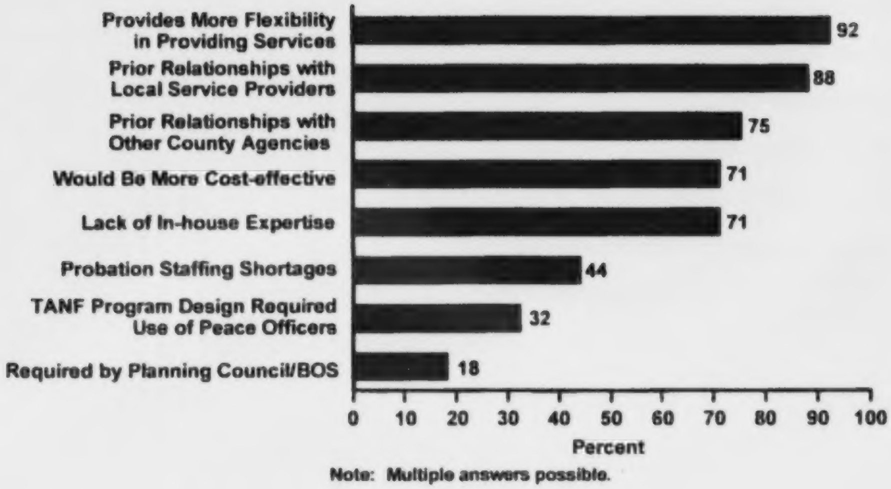
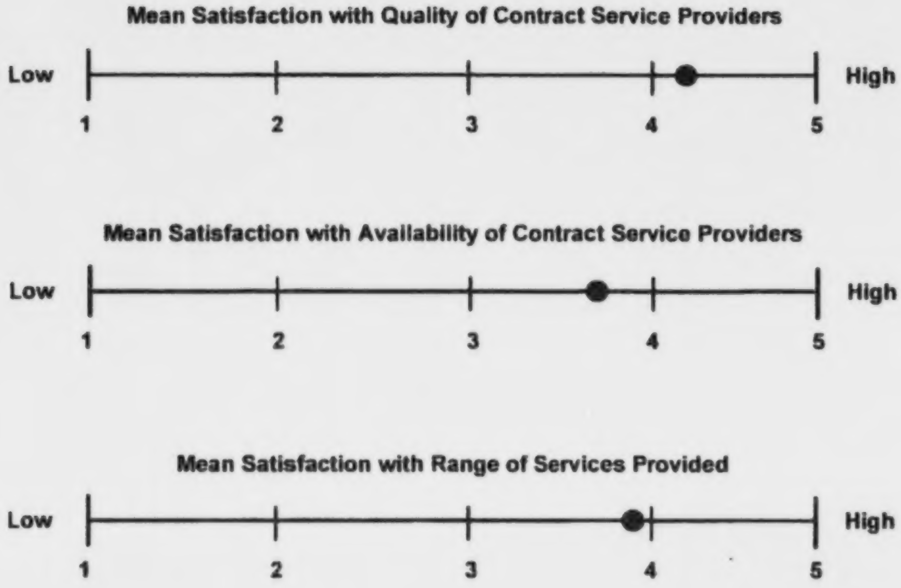


Figure 2.6—Factors That Influenced County Probation Departments to Outsource CYSA/TANF Programs and Services (N=24)

When the initial CYSA legislation was being drafted, some CBOs lobbied to have a "carve out" of $50 million set aside for non-profit organizations. This effort ultimately did not succeed, with the legislation allocating CYSA/TANF funds directly to CPDs. However, as a result, there were expectations in some counties that CBOs should be involved in CYSA/TANF service provision. In interviews conducted in Year 1, a few CPDs indicated that political pressure was applied at the local level for their department to contract with local service providers and nonprofit organizations to provide CYSA/TANF services. However, in our Year 3 survey, we found that only 18 percent of CPDs indicated that they were required by the planning council or county BOS to do so (Figure 2.6). Thus, the use of contracted service providers appears to have been less tied to a requirement by the county and more related to a desire to provide a broader range of services and more flexibility to do so, as well as a prior history of working with local service providers or other county agencies in providing services to this population.

In the Year 3 survey, we asked the CPDs that outsource CYSA/TANF programs and/or services to rate their satisfaction of the quality, availability, and range of services provided, using a 5-point scale where 1 indicates "very dissatisfied," 3 denotes "neutral" (neither satisfied nor dissatisfied), and 5 indicates "very satisfied."

As Figure 2.7 shows, CPDs were moderately satisfied with their contracted service providers in terms of the quality and range of services provided. They were somewhat less satisfied in terms of contracted service providers' availability. It is unclear whether these results indicate that CPDs had more problems in (or less experience with) contracting out services when CYSA/TANF was first implemented and then over time problems were resolved, or whether CPDs became more proficient at contracting out for such services.



Mean Satisfaction with Quality of Contract Service Providers

Mean Satisfaction with Availability of Contract Service Providers

Mean Satisfaction with Range of Services Provided

Figure 2.7—County Probation Departments' Satisfaction with Outsourcing (N=23)

How Many Youths/Families Were Affected by CYSA/TANF Programs?

In our Year 3 survey, we asked CPDs to provide us with the number of youths and families being served in their three key CYSA/TANF programs during June 2002.[10] In Figure 2.8, we have separated custody programs into juvenile halls and camps. These results are from 44 counties reporting information on (up to) three key programs.[11]

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[10] We included information for our 11-process study counties gathered in Year 2 for this question.

[11] Data were not provided/available from 14 surveyed counties.

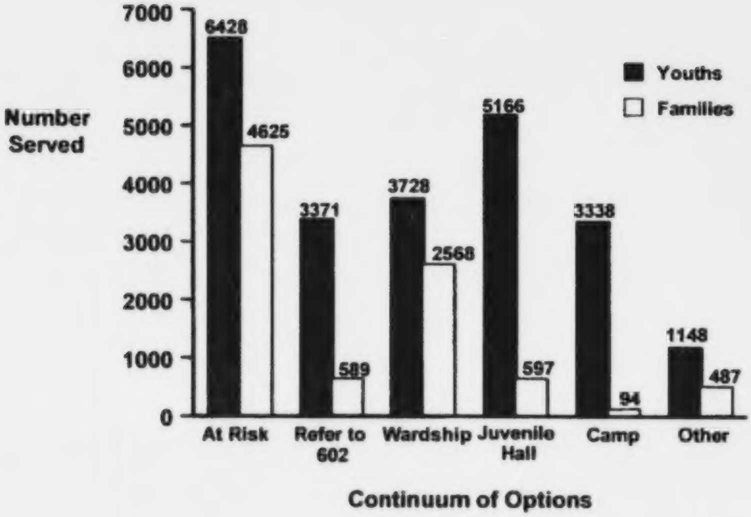

Figure 2.8 — Number of Youths and Families Served in 44 Reporting Counties (June 2002) (N=44)

Notable in Figure 2.8 is the substantial number of families, in addition to youths, served by CYSA/TANF programs, particularly programs targeted at at-risk youths and wards. Programs targeting at-risk youths and their families served the largest numbers of clients. Custody programs in the halls and camps/ranches served over 8,500 youths during June 2002. Halls represented a higher percentage (60 percent) of custody youths than did the camps. However, when one considers the relatively short length of stay in juvenile halls (30 days for all juvenile hall releases statewide) compared to camps (about 112 days statewide), substantially more youths are being served annually in the halls than in the camps. The "other" program category included adult probation caseloads, family violence intervention team, and anger management programs.

Summary of Results

Overall, counties used CYSA/TANF to fund programs in custody settings (i.e., institutions such as juvenile hall and/or ranches and camps) or have spread their CYSA/TANF allocation across the continuum of options to fund programs in multiple categories (from prevention and early intervention to supervision to custody). Counties used CYSA/TANF in their first key programs during initial years to focus on more serious youths (602 WIC), with half of counties addressing the needs of both youths and their families in their first key program. In second and third key programs, counties tended to spread their CYSA/TANF funds across several target populations, including habitual truants and runaways (601 WIC), community youths, and their families. In the latter years of CYSA/TANF, counties continued to concentrate more on programs for youths than families throughout the continuum of options, with programs delivered in custody settings still being important.

Program details from the 11 counties that participated in the in-depth process study illustrate the different approaches CPDs took to implementing CYSA/TANF. For example, programs ranged from establishing a county-wide prevention network or voucher program to expanding comprehensive therapeutic day treatment programs to providing individual counseling, monitoring, and treatment services or a range of life skills development services to youths in custody. Some counties opted to use all their CYSA/TANF allocation to fund a single program or to fund several different programs along the continuum of options.

What facilitated or hindered the implementation of CYSA/TANF? The fact that the CYSA/TANF program came along in the context of a number of ongoing efforts by counties to develop local action plans to provide comprehensive services to youths helped to facilitate its implementation. This allowed CYSA/TANF to build on existing interagency planning bodies. In addition, countywide approaches for addressing the needs of youths and their families and collaborative working relationships between different county agencies and service providers around this issue already had begun to be developed.

Planning and program implementation early on was hindered by several key factors, including difficulties associated with trying to implement a multiservice delivery model, claiming procedures and other documentation requirements, lack of detailed guidance from Department of Public Social Services (DPSS) on CYSA implementation, the vagueness of the CYSA legislation's definitions and guidance on allowable use of monies, and the challenges of contracting with local service providers. In particular, smaller counties found CYSA/TANF a challenge to implement given that their allocation was not large enough to do much programming with and given complicated claiming procedures.

About half the counties outsourced their CYSA/TANF programs and services. Of those CPDs that outsourced, two-thirds contracted with a combination of local service providers (e.g., nonprofit organizations) and other county agencies. In particular, formal treatment services, such as mental health assessment and counseling, were outsourced, as were life skills development services (e.g., social responsibility training, parenting skills development).

3. What CYSA/TANF Services Were Provided?

To address the question of which services are being provided using CYSA/TANF, we divided the 23 service delivery areas into the four categories shown earlier in Section 2 (see Table 2.2 for a break out of the 23 service delivery areas into the four categories):

- formal treatment services (e.g., family crisis intervention, counseling, drug and alcohol education)
- life skills development services (e.g., anger management, social responsibility training, parenting classes)
- coordination services (e.g., case management, transportation to programs)
- other services (i.e., those that did not fit well into the other three categories, such as home detention or respite care).

By using these categories, we were able to compare pre- and post-CYSA/TANF what counties did in each of these service delivery areas and to see how CYSA/TANF changed programming at the system level. In addition, we were interested in comparing differences by size of county in how CYSA/TANF funds were utilized.

In the 58-county survey during the first year, we gathered information to document the extent to which service availability and use changed before and after CYSA/TANF. In the Year 3 survey, we were interested in understanding not only whether CYSA/TANF allowed services to be added, enhanced, and retained, but how CYSA/TANF funds made this possible. For example, was the particular service *added with TANF funds*, or was it *added as a result of TANF funds*, but not with actual TANF funds. The distinction between whether a service was added/enhanced using CYSA/TANF funds or as a result of CYSA/TANF funds has to do with how claiming was done by the county. By added *as a result*, we mean that the service was not paid for directly by CYSA/TANF funds—other probation or county funds were used for the program. However, these funds were made available through CYSA/TANF funds claimed elsewhere for other qualifying probation programs. This approach allowed us to provide a more global perspective on the impact these funds had on services provided in the counties. In addition, our Year 1 survey focused on services without reference to a particular program; in Year 3, we asked about services for the county's primary CYSA/TANF program.

In the remainder of this section, we present our Year 1 findings, followed by a discussion of our Year 3 update. We then examine the types and intensity of services provided in different settings along the continuum of options.

Year 1 Findings on Types of Services Delivered

We present findings here in terms of the four categories discussed above.

Formal Treatment Services

Figure 3.1 shows what counties who had formal treatment services did with them after CYSA/TANF. Except for therapeutic day treatment, most counties had some form of formal treatment services before CYSA/TANF (i.e., prior to FY 1997/1998). The vertical black line for each bar on the graph represents the percentage of counties that had a given service before CYSA/TANF. For example, nearly 90 percent of counties indicated that they had some form of pre-CYSA/TANF mental health assessment, whereas only 20 percent of counties indicated they had pre-CYSA/TANF therapeutic day treatment services.

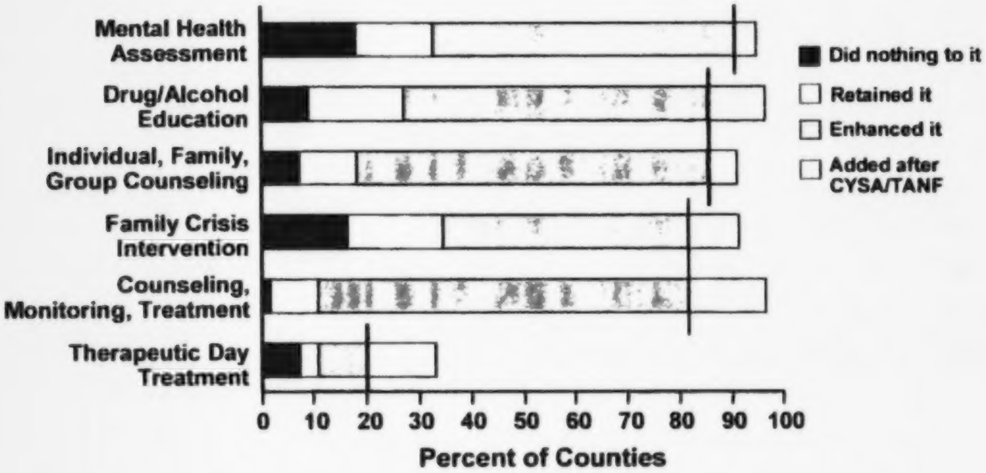

Figure 3.1—What Counties Who Had Formal Treatment Services Before CYSA/TANF Did with These Services After CYSA/TANF (N=55)

A majority of counties used their CYSA/TANF funds to substantially modify or enhance the formal treatment services they already had in-place (the gray segments of the bars in Figure 3.1). This included adding new treatment sites, expanding the size of population served, contracting with additional service providers, adding probation staff, and/or expanding the type or intensity of services currently being provided.

Between approximately 5 and 15 percent of counties utilized their CYSA/TANF allocation to add new formal treatment services (shown in Figure 3.1 by the dotted segment of the bars after the black vertical line). Counseling, monitoring, and treatment was the service category more counties indicated they had added. We defined counties with "added services" narrowly as those that did not have a particular service pre-CYSA/TANF but who indicated they were able to add that service after FY 1997/1998 as a result of CYSA/TANF funding.

Between 3 and 15 percent of counties also indicated that TANF allowed them to retain existing formal treatment services that would have been lost without this funding (the white segments of the bars in Figure 3.1). The services most frequently retained with CYSA/TANF funds were family crisis intervention, drug/alcohol education, and mental health assessment services. In some cases, CYSA/TANF funds were used to replace grant funding that was terminating. Since CYSA/TANF essentially replaced the old Title IV-A-EA program, CYSA/TANF funds enabled some counties to put back into place services that had been lost when Title IV-A-EA funding ended in December 1995. In other cases, juvenile services and programs that had been cut back dramatically as a result of the loss of Title IV-A-EA (and other funding sources) were reinstituted using CYSA/TANF funds. One survey respondent noted the following:

> Although our primary objective was to use our TANF allocation to retain existing services, we would not have deleted these services altogether without TANF funds. However, we would have had to substantially reduce the number of juveniles receiving these services. In 1997–1998, we would have been forced to close all or part of our treatment program beds without TANF funding.

The category of "did nothing to it" (the black segments of the bars in Figure 3.1) includes those counties that did not have the service to begin with or that chose not to use CYSA/TANF to either retain, enhance, or add to a particular service (either because there was no demand for it, because there were competing priorities within the county, or because the existing service was adequate to meet the county's needs).

Although not shown in the figure, we also found some variation in how CYSA/TANF funds were used by size of county. In general, large counties tended to have more formal treatment services in-place pre-CYSA/TANF than did medium-sized or small counties. As expected, large counties were more likely to use CYSA/TANF funds to substantially modify or enhance existing formal treatment services, whereas small counties, with fewer services to begin with, were more likely to add new treatment services under CYSA/TANF. Small and medium-sized counties were also more likely to use CYSA/TANF to retain treatment services already in place.

Coordination Services

As shown in Figure 3.2, most counties had a substantial amount of coordination services, such as some form of pre-CYSA/TANF case management, except for transportation services (which only 45 percent of counties reported having before TANF). Two-thirds of the counties used CYSA/TANF to enhance their case management activities. Approximately 15 percent of counties added new transportation services to enable youths and their families to get to services being provided. About half the counties also enhanced referral and information services about the availability of community resources.

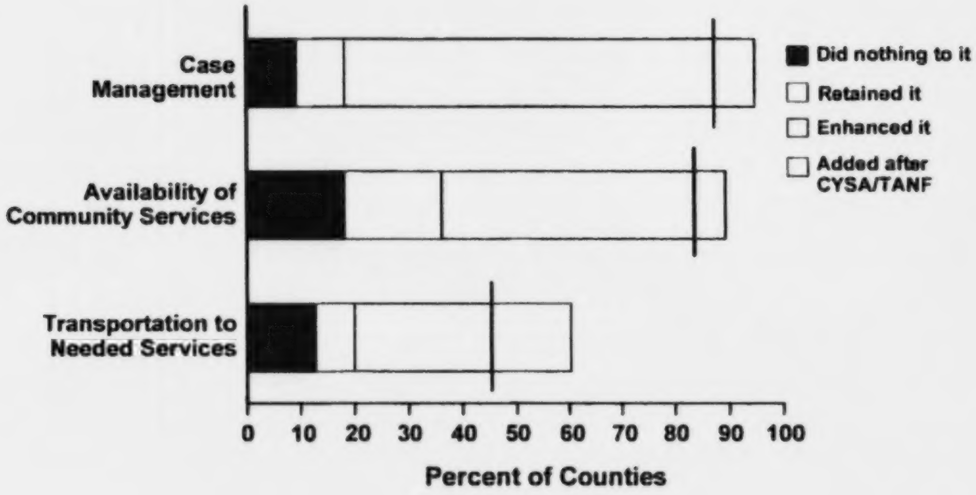

Figure 3.2—What Counties Who Had Coordination Services Before CYSA/TANF Did with These Services After CYSA/TANF (N=55)

Large counties in general were more likely than other counties to enhance existing coordination services across the board. Small counties were more likely to use their TANF allocation to "add" case management services and referral services.

Life Skills Development Services

As show in Figure 3.3, life skills development services showed greater variation than the other service categories in the percentage of counties that had some form of these services before CYSA/TANF. The percentage of counties that had pre-CYSA/TANF life skills development services ranged from 30 percent of counties with some form of parent peer support to about 75 percent of counties with anger management and educational advocacy services already in-place.

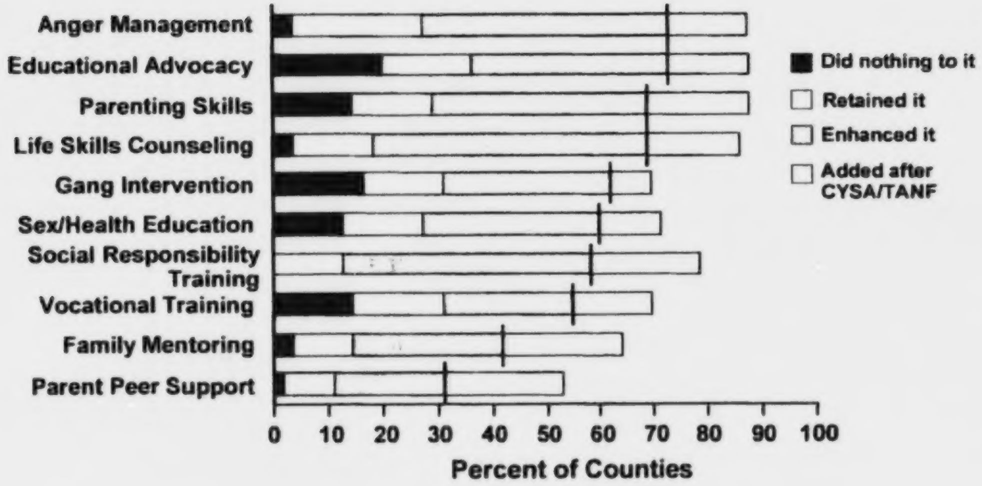

Figure 3.3—What Counties Who Had Life Skills Development Services Before CYSA/TANF Did with These Services After CYSA/TANF (N=55)

Counties were more likely to use their CYSA/TANF allocation to add various new life skills development services than was the case for the other service categories. Approximately 40 percent of counties used CYSA/TANF to add new social responsibility training services. About a quarter of counties also added such services as parent peer support, family mentoring, parenting skills development, life skills counseling, vocational training, anger management, and educational advocacy.

Small counties were more likely than medium-sized or large counties to add new life skills development services (with the exception of educational advocacy and vocational training). Large counties were more likely to use their CYSA/TANF allocation to substantially enhance a number of services in this category. Medium-sized and small counties were also more likely than larger counties to use CYSA/TANF funds to retain existing life skills development services.

Other Services

Figure 3.4 shows that before TANF, approximately 80 percent of counties reported having home detention; 65 percent, some form of after-care services; and 55 percent, emergency shelter. Counties were much less likely (less than 20 percent) to have pre-TANF respite care.

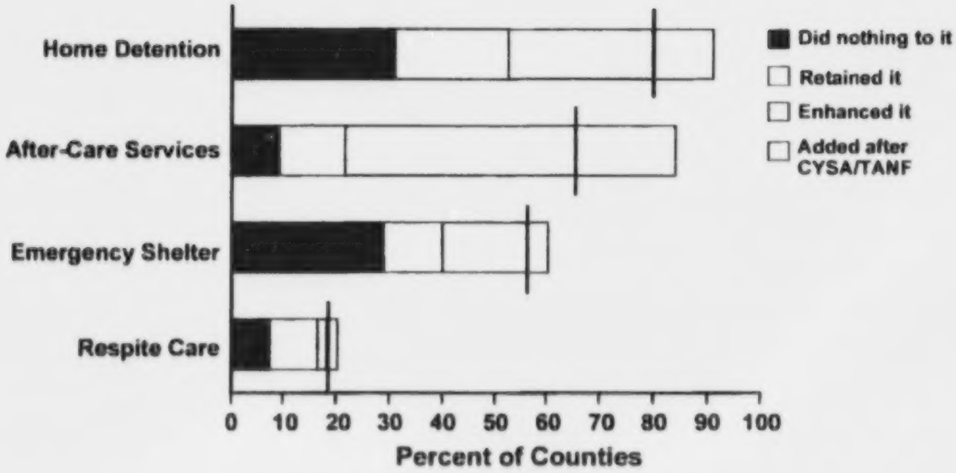

Figure 3.4—What Counties Who Had Other Services Before CYSA/TANF Did with These Services After CYSA/TANF (N=55)

After CYSA/TANF, about 20 percent of counties used their allocation to add new after-care services and another 40 percent to enhance existing after-care services. About 10 percent of counties also added home detention services.

Small counties were more likely than medium-sized or large counties to use their CYSA/TANF allocation to add after-care services, whereas large counties were more likely to use their allocation to enhance existing services across the board (i.e., after-care, home detention, respite care, and emergency shelter).

Year 3 Update of Services Provided

In Year 3, we asked counties to indicate whether a service was currently being provided in their CPD's primary CYSA/TANF program, whether the service was added with CYSA/TANF funds or as a result of CYSA/TANF funds, whether the service was enhanced using CYSA/TANF funds or as a result of CYSA/TANF funds, and whether the program was retained using TANF funds. In addition, we requested counties to indicate whether "real changes" had been made in enhanced or retained services (e.g., not just changes made for claiming). Recall these results differ from those presented in Year 1 in that they are for a county's primary CYSA/TANF program and do not ask about *all* CYSA/TANF services provided by the county—only those for their primary program. Thus, these results are narrower in scope than those presented above for Year 1.

Formal Treatment Services

As shown in Table 3.1, the vast majority of counties had some form of formal treatment services, as we saw in Year 1. (In Year 1, we found that most counties had some form of pre-CYSA/TANF formal treatment services.) A substantial proportion of counties reported adding, enhancing, or being able to retain the formal treatment service as a result of CYSA/TANF for their key TANF program.[12] More often, counties reported the services were added or enhanced directly with CYSA/TANF funds, rather than being added as a *result* of these funds.[13] Note that a county may report that they enhanced, added, and retained a service in their key CYSA/TANF program.

Table 3.1

Service Provision and Funding Mechanisms for Formal Treatment Services (Percent)

Service	Percent Now Providing Service (N=40)	Percent Adding Service (N=37)		Percent Enhancing Service (N=37)		Percent Retaining Service Using CYSA/TANF $ (N=37)
		Using CYSA/ TANF $	As a Result of CYSA/ TANF $	Using CYSA/ TANF $	As a Result of CYSA/ TANF $	
Mental Health	87	23	14	31	17	31
Drug Alcohol Education	92	26	18	29	18	21
Individual and Family Counseling	78	29	3	24	9	24
Family Crisis Intervention	68	27	6	31	6	28
Counseling, Monitoring, Treatment	92	38	12	59	6	36
Therapeutic Day Treatment	17	5	3	3	3	3

Coordination Services

As shown in Table 3.2, the percentage of counties that provided coordination services was similar to the results we presented for Year 1. For county key CYSA/TANF programs in Year 3, about 90 percent of counties provided case management and community services. A smaller number—about half—provided transportation services. Compared with formal treatment services, coordination services were less likely to have been retained using CYSA/TANF funds and more likely to have been added or enhanced. The vast majority of services added or enhanced were paid for directly with CYSA/TANF funds; few were paid for as a result of CYSA/TANF claiming for other probations programs.

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[12] In our Year 1 findings, we constrained our reporting of responses for adding, enhancing, and retaining services. If a county reported adding a service, regardless of whether they also reported enhancing it, we presented them as "added" after CYSA/TANF. If a county reported both enhancing and retaining a service, we presented them as having "enhanced it."

[13] The distinction between whether a service was added or enhanced using CYSA/TANF funds or as a result of CYSA/TANF funds has to do with how claiming was done by the county.

Table 3.2
Service Provision and Funding Mechanisms for Coordination Services (Percent)

Service	Percent Now Providing Service (N=40)	Percent Adding Service (N=37)		Percent Enhancing Service (N=37)		Percent Retaining Service Using CYSA/TANF $ (N=37)
		Using CYSA/ TANF $	As a Result of CYSA/ TANF $	Using CYSA/ TANF $	As a Result of CYSA/ TANF $	
Case Management	89	45	3	42	6	28
Community Service	84	31	0	33	8	17
Transportation	55	26	3	24	5	13

Life Skills Development Services

Inclusion of life skills development in counties' key CYSA/TANF programs varied greatly, as shown in Table 3.3. The most frequently provided services were life skills counseling, educational advocacy, and anger management. Relatively few programs included parent peer support. About half of the programs included family mentoring, prevocational training, and gang intervention. Counties were more likely to add or enhance their life skills services directly with CYSA/TANF funds than being added as a result of CYSA/TANF dollars. In general, enhancements to life skills development were more common than additions or retentions of the services.

Table 3.3
Service Provision and Funding Mechanisms for Life Skills Development Services (Percent)

Service	Percent Now Providing Service (N=40)	Percent Adding Service (N=37)		Percent Enhancing Service (N=37)		Percent Retaining Service Using CYSA/TANF $ (N=37)
		Using CYSA/ TANF $	As a Result of CYSA/ TANF $	Using CYSA/ TANF $	As a Result of CYSA/ TANF $	
Anger Management	90	36	20	37	20	29
Education Advocacy	92	39	6	56	14	41
Parenting Skills	64	22	6	17	17	19
Life Skills Counseling	92	31	11	54	20	32
Gang Intervention	61	17	9	29	12	26
Sex/Health Education	78	16	14	27	17	27
Social Responsibility Training	89	37	17	51	15	36
Prevocational Training	55	16	8	27	14	16
Family Mentoring	53	23	6	34	9	26
Parent Peer Support	38	16	5	26	3	11

NOTE: Entries in columns 2 through 6 may add up to more than 100% for each service.

Other Services

Other services include home detention, after-care services, emergency shelter, and respite care. Relatively fewer counties provided these services than formal treatment or coordination services as part of their primary CYSA/TANF program, as shown in Table 3.4. Again, we see that these services were more likely to be provided using CYSA/TANF funds directly rather than as a result of CYSA/TANF dollars. Aftercare services is noteworthy in that this service, more than other services, was retained using CYSA/TANF funds.

Table 3.4
Service Provision and Funding Mechanisms for Other Services (Percent)

Service	Percent Now Providing Service (N=40)	Percent Adding Service (N=37)		Percent Enhancing Service (N=37)		Percent Retaining Service Using CYSA/TANF $ (N=37)
		Using CYSA/ TANF $	As a Result of CYSA/ TANF $	Using CYSA/ TANF $	As a Result of CYSA/ TANF $	
Home Detention	44	8	3	15	5	21
Aftercare Services	63	28	6	36	6	28
Emergency Shelter	31	13	0	19	0	19
Respite Care	14	8	0	8	3	5

In summary, counties included a large number of the 23 CYSA/TANF services in their primary program. Eleven of the 23 services were provided in more than 75 percent of the counties reporting on their key CYSA/TANF program. Counties reported substantial numbers of their services were added, enhanced, or retained using CYSA/TANF funds. Retention of services was a major component of CYSA/TANF. Across many services, more than one-third of counties reported that they were able to retain the service with CYSA/TANF funds.

One of the questions raised about retention and enhancement of existing CYSA/TANF services was whether "real changes" were made in the delivery of the service. In other words, did CYSA/TANF simply provide an additional funding stream to counties for existing services, or were real changes made in the delivery of the service? In our Year 3 survey, we asked counties to tell us whether real changes had been made in the nature of enhanced and retained services for their key CYSA/TANF program. Responses to these items were virtually unanimous that real changes were made – not just adjustments made for claim submissions. One or two counties indicated no changes for some enhanced services, including emergency and temporary shelter and sex and health education. For retained services, several counties indicated no changes were made for educational advocacy, home detention, family crisis intervention, sex and health education, and aftercare services.

The CYSA legislation encouraged CPDs to use available community resources (including local service providers). In Year 3, we asked counties to indicate, for their key CYSA/TANF program, whether CBOs or other local service providers were brought in to provide a particular service with CYSA/TANF funds. Table 3.5 shows the percent of counties that utilized CBOs or other service agencies to provide the 23 services, alongside the percent of counties that provided the service in their key CYSA/TANF program (taken directly from Tables 3.1-3.4).

Table 3.5
Percent of Counties That Utilized Community Based Organizations (or Other Local Service Providers) to Provide CYSA/TANF Services

Service	Percent Providing Service (N=40)	Percent Where CBOs or Other Service Providers Were Brought In (N=37)
Formal Treatment		
Mental Health	87	22
Drug Alcohol Education	92	34
Individual and Family Counseling	78	34
Family Crisis Intervention	68	32
Counseling, Monitoring, Treatment	92	37
Day Treatment	17	8
Coordination		
Case Management	89	22
Community Services	84	19
Transportation	55	8
Life Skills Development		
Anger Management	96	30
Educational Advocacy	92	18
Parenting Skills	64	22
Life Skills Counseling	92	34
Gang Intervention	61	24
Sex/Health Education	78	22
Social Responsibility Training	89	26
Prevocational Training	55	26
Family Mentoring	53	22
Parent Peer Support	38	16
Other		
Home Detention	44	5
Aftercare Services	63	17
Emergency Shelter	31	14
Respite Care	14	11

Counties utilized CBOs and other providers extensively to provide the 23 CYSA/TANF services. Roughly one-third of counties used a CBO/other provider to provide formal treatment services. About half the counties used such service providers for family crisis intervention and individual/family counseling. Counties utilized CBOs or other service providers less frequently for other formal treatment services such as mental health and drug and alcohol education. Coordination services were provided by relatively small percentages of CBOs/other service providers. Life skills development services used these local providers fairly heavily. Over one third of the counties reported using CBOs or other service providers to provide anger management, parenting skills, life skills counseling, gang intervention, prevocational training, family mentoring, and parent peer support. For other services, respite care was often provided by external agencies. Home detention was infrequently provided by CBOs or other local service providers with CYSA/TANF funds.

Types and Intensity of Services Provided in Different Settings Along the Continuum of Options

Programs delivered along the continuum of options are likely to use different services. For example, we would not expect programs in the juvenile halls to include respite care or emergency shelter. Certain services may well be represented across the entire range of options—for example, case management or mental health counseling and treatment.

Our Year 3 data allowed us to examine service provision across all counties. Table 3.6 below presents the average number of CYSA/TANF services for programs at each point in the continuum of options, as well as the percent of counties within each sanction that provided the service. Generally, programs at the higher end of options provided more services than those for at-risk youths and youths referred for a 602 WIC offense. On average, at-risk youths and youths referred for 602 WIC were provided around 12 of the 23 TANF services; wards of the court or youths in custody received about 15 services. At-risk programs generally focused less on life skills development than programs higher on the continuum. As one might expect, some services were rarely provided to at-risk youths—parenting skills, sex/health education, pre-vocational skills, respite care—reflecting the at-risk youths' lower risk and probably younger age. Involvement of the family through family crisis intervention, family mentoring, and family peer support was highest among wardship programs. Formal treatment services, with the exception of day treatment, were provided by the vast majority all programs, regardless of where they were along the continuum.

Table 3.6

Mean Number of Services Provided and Percent of Counties with Service Along the Continuum of Options

Service	At Risk (N=9)	Referral to 602 WIC (N=6)	Wardship (N=15)	Custody (N=20)	Other (N=1)
Mean Number of Services	12	12	15	15	15
Formal Treatment					
Mental Health	88	100	80	100	100
Drug Alcohol Education	75	100	86	100	100
Individual and Family Counseling	72	67	71	69	100
Family Crisis Intervention	71	75	86	65	100
Counseling, Monitoring, Treatment	100	100	93	94	100
Day Treatment	0	0	29	15	0
Coordination					
Case Management	88	80	100	94	100
Community Services	88	100	93	84	100
Transportation	78	67	71	60	0
Life Skills Development					
Anger Management	63	80	93	89	100
Educational Advocacy	75	80	100	94	100
Parenting Skills	29	25	71	71	100
Life Skills Counseling	100	67	86	88	100
Gang Intervention	50	60	67	78	0
Sex/Health Education	38	83	67	95	100
Social Responsibility Training	86	100	85	94	100
Prevocational Training	25	60	67	61	0
Family Mentoring	43	67	79	53	100
Parent Peer Support	29	0	50	33	100
Other					
Home Detention	44	50	40	60	100
Aftercare Services	44	83	71	80	100
Emergency Shelter	44	33	29	35	0
Respite Care	11	17	13	30	0

Summary of Results

We found that counties in general had a number of initial services already in-place prior to CYSA/TANF, given efforts statewide beginning before CYSA/TANF to enhance the delivery of services to youths through such projects as California Board of Corrections' Challenge Initiative. In this context, CYSA/TANF was used by a number of CPDs to build up their portfolios with respect to the depth and type of services being provided to juveniles and their families. Some counties also used CYSA/TANF to retain existing services for this population that were in danger of losing funding or to add back services that had been cut or substantially reduced because of the loss of Title IV-A EA funding, challenge grant terminations, or other fiscal pressures within the county.

Looking across the different service categories, findings from the Year 1 survey showed that most counties had some form of formal treatment services pre-CYSA/TANF and used their CYSA/TANF allocation to substantially modify or enhance formal treatment services they already had in-place. In general, large counties (who received abut 82 percent of the total CYSA/TANF services allocation) were more likely to use CYSA/TANF funds to substantially modify or enhance existing formal treatment services, whereas small counties, which had fewer services to begin with, were more likely to add new treatment services under CYSA/TANF.

In terms of coordination services, most counties had some form of these services, such as externally provided case management services, pre-CYSA/TANF. Two-thirds of counties used CYSA/TANF to enhance their external case management activities and half to enhance referral and information services about the availability of community resources. Large counties in general were more likely than other counties to enhance existing coordination services across the board, whereas small counties were more likely to use their CYSA/TANF allocation to add external case management and referral services.

Unlike the other service categories, there was greater variation in the percentage of counties that had some form of life skills development services pre-CYSA/TANF. For example, 75 percent of counties had anger management and educational advocacy services already in-place, whereas only 30 percent of counties had parent peer support services. Counties were more likely to use their CYSA/TANF allocation to newly add various life skills development services than was the case for other service categories. In general, small counties were more likely than other counties to add new life skills development services, whereas large counties used their CYSA/TANF allocation to enhance a number of these services.

Finally, we found that about 20 percent of counties used their CYSA/TANF allocation to add after-care services and 40 percent to enhance existing after-care services. As was true for the previous service categories, large counties were more likely to use their allocation to enhance existing services across the board in the "other services" category (i.e., such as after-care, home detention, respite care, or emergency shelter), whereas small counties tended to add just after-care services.

In Year 3, we focused on gaining a more global perspective about the impact of these funds on the 23 CYSA/TANF services. We found that in the latter years of the CYSA/TANF program, counties included a large number of the 23 CYSA/TANF eligible services in their primary program. For example, 11 of the 23 services were provided in more than 75 percent of the counties reporting on their key CYSA/TANF program. Across many of the services, more than a third of counties also reported that they were able to retain a service with their CYSA/TANF dollars.

We expected to find that the types of services and the intensity of services provided in different settings along the continuum of options would vary. Looking across all counties, we found that programs at the higher end of the continuum of options provided more services than did programs for at-risk youths and youths referred for a 602 WIC offense. That is, on average, programs that address at-risk and referred to 602 WIC youths provided on average 12 of the 23 CYSA/TANF services; programs that focused on wards of the court or youths in custody provided on average 15 of the 23 CYSA/TANF services. At-risk programs generally focused less on life skills development services than did programs higher on the continuum. Involvement of the family through such services as family crisis intervention, family mentoring, and family peer support were highest among wardship programs. Formal treatment services (with the exception of day treatment) were provided by the vast majority of the programs, regardless of what part of the continuum of options they focused on.

4. What CYSA/TANF Services Were Provided in the Juvenile Halls and Camps/Ranches?

As we discuss in more detail in the next chapter, many counties claim substantial portions of the CYSA/TANF allocation through services provided in the juvenile halls, as well as camps and ranches. A criticism that has been raised by some observers is that CYSA/TANF served merely as a claiming strategy in the institutions, with no *real* changes made in the services or programs as a result of CYSA/TANF funds. To address this concern, during Year 2, we fielded an in-depth survey of the 11 counties participating in the process study and requested detailed information on services, programs, and claiming mechanisms in their local county juvenile halls and in their camps and ranches. Our main focus was on how CYSA/TANF funds were used in the juvenile halls; however, we also provide summary information on the camps and ranches.

Juvenile Halls

Counties were asked to complete packets for their juvenile halls, as well as for their camps/ranches. The packets asked for information about capacity and length of stay, organizational changes as a result of CYSA/TANF, and CYSA/TANF funding and claiming.

Counties were asked to complete a services grid in which a series of questions was posed for each service, including whether the service was currently provided and whether the service was added, enhanced, or retained with CYSA/TANF funds directly, or "as a result of CYSA/TANF, but not with actual CYSA/TANF funds." For services enhanced or retained, counties were asked to indicate whether "real changes [were] made in the delivery of the retained service (i.e., not just adjustments made for claiming)." To gauge the extent of CBO and other agency involvement, counties were asked to indicate whether CBOs or other county agencies provided the services.

Ten of the 11 counties in the process study completed data collection forms for their juvenile halls. Not all counties have camps/ranches; therefore, fewer (7 counties) reported services for these custody programs. As shown in Figure 4.1, the capacity of juvenile halls ranged widely within the 11 counties, from a low of 26 in County K to more than 1,500 in one of the largest counties. More than half the counties operated one or more juvenile halls with capacities exceeding 200 youths at any one time.

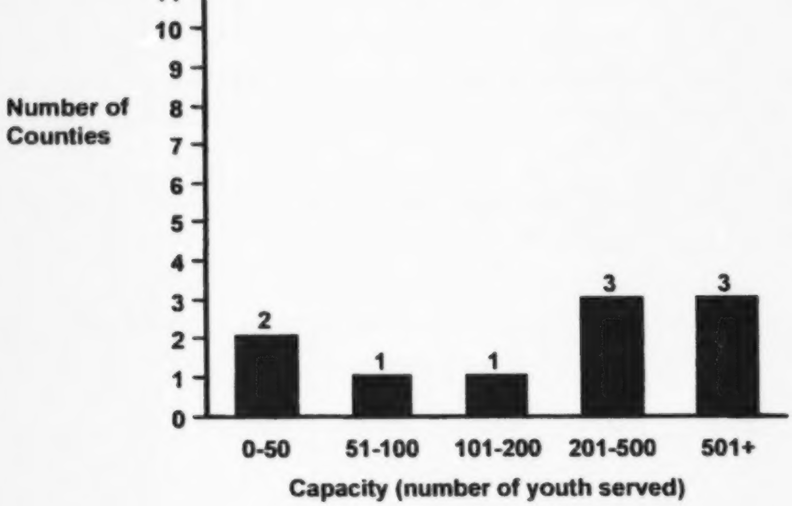

Figure 4.1—Daily Capacity: Beds Available to Youths in County Juvenile Halls in the Process Sample Counties (N=10)

For the most part, youths spent relatively short periods of time in juvenile halls during their pre-adjudication phase, as shown in Figure 4.2. Very few counties reported lengths of stays exceeding three weeks. The average length of stay for pre-adjudicated youths ranged from under 5 days (County H) to 27 days (County E). Although not shown here, the length of stay for adjudicated youths was higher, ranging from 10 days (County B) to 73 days (County A).

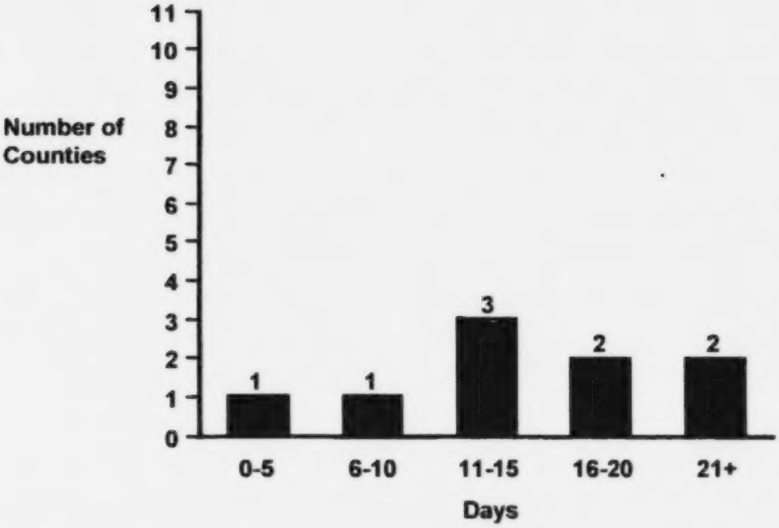

Figure 4.2—Length of Stay in Juvenile Halls in the Process Sample Counties—Pre-adjudication Cases Only (N=10)

With relatively short lengths of stay, the number of annual admission to juvenile halls was extremely high—many times the daily capacity. For example, with lengths of stay of 10 days, the annual estimated admissions for a juvenile hall with a capacity of 50 youths would be over 1,800 youths. Thus, juvenile halls can service large numbers of youth per year, but only for relatively short periods of time.

Juvenile halls provided a number of CYSA/TANF services, as shown in Figure 4.3. The majority of counties provided between 6 and 15 CYSA/TANF services; a minority provided more than 16. Along with the provision of services, juvenile halls claimed the service under CYSA/TANF. In several counties, each CYSA/TANF service provided was claimed under CYSA/TANF. However, in the majority of counties, not all CYSA/TANF services were claimed under CYSA/TANF because they were claimed against or funded by other revenue sources. In one county, although CYSA/TANF services were provided, they were not claimed under CYSA/TANF. This is partly related to the selective claiming strategy adopted by a number of counties to maximize federal revenue received from different programs.

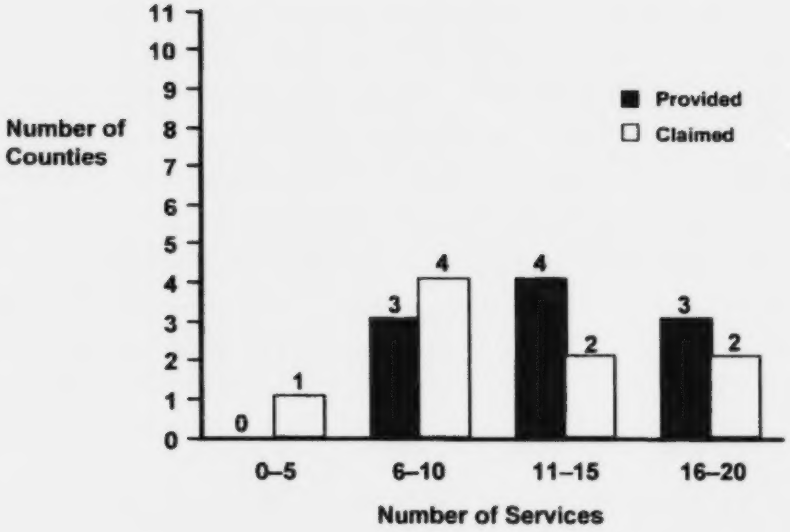

Figure 4.3—Distribution of CYSA/TANF Services in Juvenile Halls in the Process Sample Counties (N=10)

Most counties provided a number of formal treatment services in the juvenile halls, primarily counseling, monitoring, and treatment; individual and group counseling; drug and alcohol education; and mental health assessment. Many life skills development services were provided in the juvenile halls. Anger management, educational advocacy, and life skills counseling were the most common. Relatively fewer coordination and other services were provided in the halls, compared to formal treatment services and life skills development services.

Few formal treatment services were added either with CYSA/TANF funds or as a result of CYSA/TANF funds. Life skills services (e.g., life skills counseling) were added in a minority of cases with CYSA/TANF funds. Relatively fewer coordination and other services were provided in the juvenile halls; few were added with or as a result of CYSA/TANF funds.

Formal treatment services were enhanced using CYSA/TANF funds. It was more common to enhance these services as a result of CYSA/TANF rather than to enhance services directly. Life skills services were also enhanced directly or as a result of CYSA/TANF funds. Again, enhancements made as a result of CYSA/TANF funding were more common than enhancements funded directly with CYSA/TANF funds. Fewer coordination and other services were provided in the juvenile halls; however, these services were enhanced as well. For these services, enhancements funded directly with CYSA/TANF funds appear about equally likely as those funded as a result of CYSA/TANF funds. CYSA/TANF also allowed formal treatment, life skills, and coordination services to be retained. The most frequently mentioned retained services were counseling, monitoring, and treatment; and gang intervention.

Counties were asked to provide information on how services were impacted by CYSA/TANF. Figure 4.4 shows whether, for *any* CYSA/TANF service, real changes were made in services enhanced or retained by CYSA/TANF; whether stand-alone programs were used; whether CBOs or other service providers were brought in to provide CYSA/TANF services; and whether other county agencies were brought in to provide CYSA/TANF services, either with or because of CYSA/TANF funds.

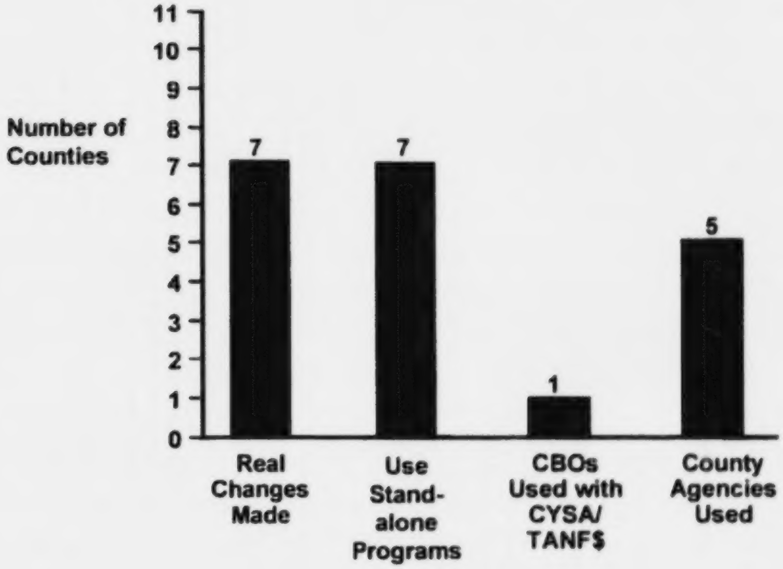

Figure 4.4—Provision of CYSA/TANF Services in Juvenile Halls in the Process Sample Counties (N=10)

The majority of counties indicated that real changes, above and beyond adjustments made for claiming, were made in at least one CYSA/TANF service provided in the juvenile halls. In our sample, counties more often indicated that real changes were made in the delivery of formal treatment and life skills services. Anger management; counseling, monitoring, and treatment; life skills counseling; and social responsibility training showed real changes in half the counties in the sample. Coordination services were changed less frequently, partly reflecting their relative infrequent provision. In the majority of counties, a stand-alone program (such as a mental health or substance abuse program) was used to provide the service. However, CBOs were infrequently used to provide these services; more often, it was other county agencies that were brought in to provide the service, either with or because of CYSA/TANF funds.

Stand-alone programs were most frequently used for individual, family, and group counseling; anger management; gang intervention; and life skills counseling. These, in turn, were most likely to be provided by other county agencies, except for gang intervention, which was provided in one county by a CBO.

CBOs provided services infrequently. When they did provide services, it was most often for social responsibility training. In a minority of instances, CBOs were used for counseling, monitoring, and treatment; family crisis intervention; anger management; gang intervention; life skills management; parenting skills; and home detention.

Camps and Ranches

The provision and claiming of CYSA/TANF services in the camps mirrored results for the juvenile halls; however, the average number of services was higher. As previously noted, information on the camps is based on seven counties, as opposed to the ten that reported services for the juvenile halls. (Counties G, I, and J are not represented in Figure 4.5 below.) Many CYSA/TANF services were provided to youths in the camps and ranches. As was true for the juvenile halls, while CYSA/TANF services may have been provided in the camps, they were not necessarily claimed under CYSA/TANF.

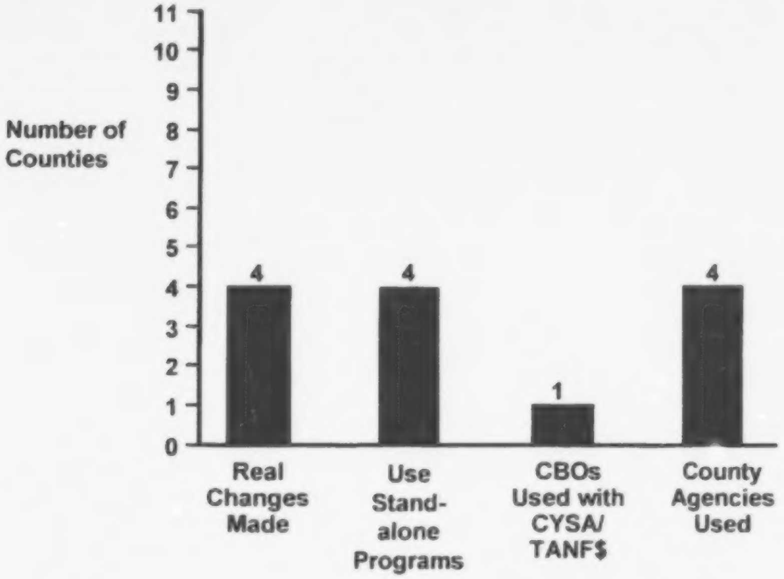

Figure 4.5—Provision of CYSA/TANF Services in the Camps and Ranches in the Process Sample Counties (N=7)[14]

Four of the seven counties reported that real changes were made in the provision of CYSA/TANF services in the camps and ranches. As was true for the juvenile halls, stand-alone programs were utilized to provide some CYSA/TANF services (for educational advocacy, mental health assessment and counseling, and anger management). More often, if CYSA/TANF services were provided by an outside agency, it was other county agencies rather than CBOs who were brought in to provide the service, directly or as a result of CYSA/TANF funds.

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[14] As noted above, only 7 of the 11 process sample counties responded to questions about ranches or camps. Three of the process sample counties had no ranches or camps.

Summary of Results

In terms of capacity, we found that the 11 counties served varying numbers of youths in juvenile halls, ranging from a low of 26 in one county to more than 1,500 in one of the largest counties. More than half the counties operated one or more juvenile hall with capacities exceeding 200 youths at any one time. For the most part, youths spend relatively short periods of time in juvenile halls during their pre-adjudication phase. Very few of the 11 counties reported lengths of stay exceeding three weeks, with the average length of stay for pre-adjudicated youths ranging from under 5 days to 27 days. With relatively short lengths of stay, the annual admissions to the juvenile halls are high—many times the daily capacity. For example, with an average length of stay of 10 days, the annual estimated admissions to a juvenile hall with a capacity of 50 youths would be over 1,800 youths per year. Thus, although juvenile halls can provide services to a large number of youths on an annual basis, programs for these youths must, by necessity, remain short.

Among the 11 counties, juvenile halls currently provide a number of CYSA/TANF services. We found that the majority of counties provide between 6 and 15 CYSA/TANF services in the juvenile halls, with a minority providing more than 16 services. While in several counties each CYSA/TANF service provided is claimed under CYSA/TANF, in the majority of the counties, not all such services are claimed under CYSA/TANF, but instead are claimed against or funded by other revenue sources. This is partly related to the selective claiming strategy adopted by a number of counties to maximize federal revenue received from different sources.

Most of the 11 counties used CYSA/TANF primarily to enhance services provided in the juvenile halls. These counties provided a number of formal treatment services in the halls, using CYSA/TANF to enhance these services. Life skills development services were also enhanced directly with or as a result of CYSA/TANF dollars. Fewer coordination services and services in our "other" category were provided in the halls; however, these services were enhanced as well. In general, enhancements made as a result of CYSA/TANF funds were more common than direct enhancements. CYSA/TANF trends also were used by the 11 counties to retain some formal treatment, life skills development, and ancillary services in the juvenile halls, with the most frequently retained services being counseling, monitoring, and treatment, and gang intervention.

As for how service provision within the halls was impacted by CYSA/TANF, the majority of the counties reported that real changes, above and beyond adjustments made for claiming, were made in at least one CYSA/TANF service provided. As to collaboration, in a majority of the counties, a stand-alone program (such as a mental health or substance abuse program) was used to provide the service. CBOs were used infrequently, with other county agencies brought in to provide the service either with or because of CYSA/TANF dollars.

Our focus was on the juvenile halls, but we found that the provision and claiming of CYSA/TANF services in the camps and ranches mirrors the results for the juvenile halls within these 11 counties. Similar to what was done in the halls, stand-alone programs were used to provide some CYSA/TANF services (e.g., educational advocacy, mental health assessment and counseling, and anger management). More often, if CYSA/TANF services were provided by an outside agency, it was another county agency rather than CBOs being brought in to provide these services either directly with or as a result of CYSA/TANF dollars.

5. What Was the Impact of CYSA/TANF at the Individual and System Levels?

In this section, we examine the system-level impact in Years 1 and 3 and compare across the time periods. We also discuss the Chiefs' estimate of the impact on CYSA/TANF at the system level and the evaluation team's assessment of the system-level impact of CYSA/TANF. The evaluation team's assessment is based on analysis of the survey, interviews conducted during site visits, meetings held with the CPOC funding committee, and analysis of revenue survey data. We then turn to considering the impact of CYSA/TANF at the individual level, discussing outcomes for programs in four selected counties.

Counties' Assessment of System-Level Impact of CYSA/TANF

At the system level, the CYSA legislation hoped to achieve specific outcomes, such as placing a greater emphasis on increasing the accountability of juveniles, on directly providing services to youths and families, and on placing a greater emphasis on prevention. We asked CPDs in the Year 1 and Year 3 surveys to rate the impact that their primary CYSA/TANF program(s) and/or service(s) had in terms of these outcome areas, using a five-point scale where 1 indicated "no impact at all," 3 denoted "moderate impact," and 5 indicated "a very large impact." Fifty-three counties responded to the Year 1 survey, and 48 responded to the Year 3 survey.

Table 5.1 shows the mean impact score for each of the 14 outcomes, in order of degree of impact. Overall, CPDs rated the impact of their programs and/or services on the CYSA-related outcome areas as moderate to large. Specifically, CPDs reported a large impact on accountability, on personal responsibility, and on self-sufficiency, as well as on providing more comprehensive services to youths and families. In Year 1, they also reported that CYSA/TANF programs and/or services had a large impact on rehabilitation; in Year 3, they said their CYSA/TANF programs and/or services had a large impact on public safety. CYSA/TANF programs and/or services had a more moderate impact on the areas of employment, encouraging families to participate in service planning activities, and family empowerment.

Table 5.1
County Probation Department Ratings of the Mean Impact of CYSA/TANF Programs and Services for Selected Outcomes in Year 1 and Year 3

CYSA/TANF System-level Outcomes	Year 1 (N=53)	Year 3 (N=48)
Emphasis placed on accountability of juveniles	3.9	3.9
Emphasis placed on personal responsibility/ self-sufficiency	3.9	3.8
Provision of more comprehensive services	3.8	3.8
Emphasis placed on rehabilitation	3.8	–
Emphasis placed on public safety/crime	–	4.0
Coordination with other county agencies or service providers	3.7	3.7
Implemented/emphasis placed on family-oriented programs	3.6	3.8
Sharing of client information with other agencies	3.5	3.4
Emphasis placed on prevention	3.4	3.6
Monitoring of service delivery	3.4	3.5
Emphasis placed on restorative justice	3.4	3.0
Emphasis placed on family empowerment	3.3	3.4
Emphasis placed on family participation in service-planning activities	3.2	3.5
Emphasis placed on employment	2.9	2.9

NOTE: Impact on selected outcomes was rated using a 5-point scale where 1=No impact at all; 2=small impact; 3=moderate impact; 4=large impact; 5=very large impact. We asked about emphasis placed on rehabilitation only in Year 1 and about public safety/crime only in Year 3.

For the most part, the rated impact for these outcome areas remained stable over time, suggesting that the impact of these CYSA/TANF programs and/or services may have been felt early on when the legislation was enacted and has continued over time. Another possibility is that the ratings assigned in Year 1 may have influenced the ratings assigned in the Year 3 survey.

The CYSA legislation's overall goal was to help youths and their families avoid dependency on public assistance and reduce their risk of future criminal activity. In addition to the four federal TANF goals discussed in Chapter 1, the CYSA legislation also identified a number of related goals, such as providing more options to probation officers on the front-end (e.g., prevention and early-intervention services and programs), increasing the appropriate placement of youths, and helping youths and families to develop better problem-solving and coping skills. In Years 1 and 3, we asked CPDs their perceptions of the impact to-date, if any, of CYSA/TANF programs and/or services in their county in relation to these specific goals, rated on a five-point scale, where 1 indicated that the programs and/or services "made things much worse," 3 indicated "no impact at all," and 5 meant "a vast improvement."

Table 5.2 shows the mean impact score for each of the CYSA-related goals in order of degree of impact. Overall, CPDs rated the impact of CYSA/TANF program(s) and/or service(s) in their county as beneficial.

Table 5.2
County Probation Department Ratings of the Mean Impact of CYSA/TANF Programs and Services on CYSA-Related Goals in Year 1 and Year 3

CYSA-Related Goals	Year 1 (N=53)	Year 3 (N=48)
Ensure public safety	4.5	4.6
Provide more options to probation officers that focus on prevention and early intervention	4.5	4.6
Teach principles of personal responsibility and self-reliance	4.5	4.5
Help youths and families develop problem-solving and coping skills	4.5	4.4
Keep probation youths from further crime	4.4	4.3
Ensure youth's educational attainment	4.4	4.5
Help probation youths and at-risk youths develop essential skills to avoid dependence on public assistance	4.3	4.3
Increase the appropriate placement of youth	4.3	4.1
Provide assistance to families so youths may be cared for in their homes	4.1	4.2
Reduce the number of youths going on formal probation	3.9	4.0
Teach pre-vocational or vocational skills	3.9	3.9
Prevent and reduce the incidence of out-of-wedlock pregnancies	3.6	3.7
Reduce the dependence of needy parents on government benefits by promotion job preparation, work, etc.	3.6	3.6
Encourage the formation and maintenance of two-parent families	3.4	3.4

NOTE: Impact on CYSA-related goals was rated using a 5-point scale where 1=made it much worse; 2=a little worse; 3=no impact at all; 4=a little better; 5=made it much better.

For example, CPDs felt that their program(s) and/or service(s) greatly improved public safety, the range of options probation officers had in interacting with youths and families, the teaching of principles of personal responsibility, and the help made available to families and youths in developing problem-solving and coping skills. A more modest impact was assessed for such goals as encouraging the formation of two-parent families, reducing dependence on government benefits, or preventing and reducing the incidence of out-of-wedlock pregnancies.

As was true for the first set of ratings, the rated impact for these outcomes for the most part remained stable over time, suggesting that the greatest county-level impact on these goals may have been felt early on when CYSA legislation was enacted. As noted above, another possibility is that the ratings assigned in Year 1 may have influenced the ratings assigned in the Year 3 survey.

Chiefs' Assessment of System-Level Impact of CYSA/TANF

In Year 3, we conducted a separate survey of the Chiefs to gauge their perspective on the environment into which CYSA/TANF was implemented. Here, we present findings from two questions we asked them related to the impact of CYSA/TANF on their individual counties. The first, an open-ended question asked, "What has CYSA/TANF allowed your probation department or county to do that it otherwise would not have been able to do." The second requested Chiefs to indicate what the effect of existing CYSA/TANF or other prevention/intervention programs/services offered by their departments would be if this funding source went away.

Chiefs most frequently mentioned the addition or enhancement of specific services and programs within their counties to describe what CYSA/TANF had allowed their department or county to achieve. For example, the addition of services and staff for juvenile hall and camp programs were among the most frequently mentioned. CYSA/TANF funding allowed increased programming in the halls (e.g., increased mental health services, anger management, and institutional assessment); however, it also allowed counties to have a secure funding base for their custody programs. The impact on custody programs was independent of county size—the use of CYSA/TANF funds in custody settings was important for small, medium, and large counties alike. In addition, the Chiefs frequently mentioned the addition or enhancement of the range of services offered, particularly to low-level, first-time offenders and their families.

If CYSA/TANF funds were discontinued, in the Chiefs' view, major changes would occur within departments. In fact, no Chief indicated that "no changes" would be made to existing prevention/intervention programs and services if CYSA/TANF ended. Eighty-six percent indicated that intervention programs and services would have to be cut. Slightly more than half indicated that replacement funds would be sought for these services. Large and small counties reported higher expected program cuts than moderate-sized counties. Of the moderate-sized counties, only 66 percent indicated programs would be cut if CYSA/TANF funds were discontinued, in contrast to 100 percent of large counties and 88 percent of small counties.

Evaluation Team's Assessment of System-Level Impact

From the RAND evaluation team's perspective, CYSA/TANF has had significant impacts, filling an important gap in funding for juvenile probation services lost when the Title IV-A-EA program ended on December 31, 1995. Under Title IV-A-EA starting in July, 1993, CPDs could receive reimbursement for juvenile institutional services provided. Title IV-A-EA represented one of the few significant sources of funding available to probation for juvenile services. Under this program, CPDs were able to fund a number of programs, such as emergency shelters and other services, specifically targeting youths. However, during the 18-month hiatus between the end of Title IV-A-EA and the start of CYSA/TANF in 1997, many CPDs had to discontinue or drastically cut back services and staff for juvenile programs. With CYSA/TANF essentially replacing the old Title IV-A-EA program, federal TANF funds enabled some counties to restore services lost when Title IV-A-EA funding ended. In other cases, juvenile services and programs that had been cut back dramatically as a result of the loss of Title IV-A-EA (and other funding sources) could be built back up under CYSA/TANF.

Fundamentally, CYSA/TANF seems to have continued an important system-wide "sea change" that began under Title IV-A-EA, from a focus on suppression, enforcement, and monitoring of youthful offenders to a focus on families and on rehabilitative and therapeutic approaches. The training and follow-up training conducted by CPDs on CYSA/TANF-eligible services and objectives helped to reinforce this message to line staff. At the same time, CYSA/TANF represented business as usual in some counties. The CYSA legislation required that CPDs undertake a formal planning process that included the input of key agencies, service providers, and community groups involved in juvenile and children's issues in the county. This increased the likelihood that CYSA/TANF funds would be used to address identified service delivery gaps within the counties and that CYSA/TANF-funded programs fit into a larger overall county plan for addressing children's needs. CYSA/TANF helped encourage coordination with, and collaboration between, probation and other county agencies and local service providers by providing funding to bring all parties to the table. In addition, CYSA's mandate that federal TANF funds be used to encourage the development of interagency family case plans, address multiple needs of families, and use available community resources to provide services to this population contributed to this increase in coordination and collaboration.

There were also other factors at work. Prior to and contemporaneous with CYSA/TANF, other grant programs (e.g., Juvenile Challenge Initiative) also required as a condition of funding that multiagency planning bodies be formed, and mandated collaboration as a term of the award. Taken together, the effects of these programs has been to increasingly foster a system-wide approach to addressing juvenile issues at the local level.

Finally, CYSA/TANF enabled probation to become a more viable player in the county with respect to children's issues in general, with CYSA/TANF funds serving as a key incentive for other agencies and service providers to partner with probation in addressing these issues.

Individual-Level Outcomes: Results From the Four Counties

Our analysis of outcomes for individual program participants in four counties was not directly tied to any of the federal TANF goals. Nor was the analysis undertaken as a comprehensive statewide report card on CYSA/TANF programs. Rather, the analysis was undertaken to document short-term outcomes of several programs as part of a growing practice of program accountability and effectiveness being practiced by CPDs.

One of the challenges of conducting an outcome evaluation of CYSA/TANF programs was that CYSA/TANF funds were often blended with other county funds to enhance or augment services. Thus, programs may not have been "purely" CYSA/TANF. Additionally, it was difficult to pinpoint which part of a blended-funding program was supported by CYSA/TANF funds.

Our evaluation site selection was based on four considerations that would help ensure the most concise assessment of outcomes for programs that could clearly be identified as CYSA/TANF. We required that (1) candidate programs represent a distinct CYSA/TANF program; (2) a clearly identifiable comparison group be available;[15] (3) we could identify CYSA/TANF clients;[16] and (4) the county have a tracking system that would allow us to gather information on CYSA/TANF client characteristics, services delivered, and outcomes.

In addition to these four considerations, we also wanted to make sure that the counties selected were representative on a number of characteristics, although we realize that with so few programs, they will not generalize to the entire state. Our goal was to select programs from northern as well as southern parts of the state and to include large as well as smaller counties. Because CYSA/TANF funds program services in the field as well as in the institutions, we wanted to include both types of programs.

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[15] Without a comparison group, we cannot determine whether the outcomes for the CYSA/TANF program would be any better or worse than "business as usual" or "business pre-CYSA/TANF."

[16] In some programs, CYSA/TANF clients are mixed in with other county clients and it is impossible to identify who they are.

CYSA/TANF programs in all process study counties were evaluated in terms of the criteria for possible inclusion as outcome sites. The candidate list was presented to the CPOC Funding Committee for review.

Four programs were selected for the outcome evaluation: (1) County K's adult TANF caseload; (2) County F's juvenile assessment center (JAC); (3) County D's youth and family resource centers program (YFRCs); and (4) County H's placement readiness recidivism program (PRRP). The first three represent field programs; the PRRP provided services to youths in the juvenile hall. Three of the four programs were in northern California. This partially reflects the practice we observed in our process counties that the larger southern California programs more often had "blended" CYSA/TANF funding and did not meet our criteria for more purely CYSA/TANF-funded programs. The selected programs represent a mix of smaller (Counties K and F) and larger counties (Counties D and H).

County K's Adult TANF Caseload Program

The adult TANF caseload program in County K consisted of intensive community supervision for adults with at-risk children. The adult TANF program provided a continuum of family-focused, case-specific services in a community-based setting to at-risk families by targeting adult supervised probationers who met model assessment criteria. To the traditional probation goals of community safety, offender rehabilitation, and victim restitution, TANF added the goals of maintaining children in their own homes or homes of family members and fostering independence and self-sufficiency among the families it served.

To be eligible for TANF, probationers had to have children under the age of eighteen, either living with them or with whom they had ongoing contact. All TANF eligible probationers were assessed using the Wisconsin risk/needs assessment and the TANF strength-based assessment instrument developed by the CPD. This instrument evaluated areas of strength, as well as the risk factors that place families and children at risk. Families selected to participate in TANF either were a high risk to the community or had elevated needs. By looking at family needs, defendants who might normally have been assigned to minimum caseloads because of the nature of their offense could be assigned to TANF based on their needs. For example, welfare fraud is not a crime that would normally be assigned to an active supervision caseload, but it often occurs in families with multiple needs.

Once assigned to TANF, the Probation Officer met with the adult and made a case plan that addressed not only the requirements of probation but also the needs of the family. Probation Officers are part of the community hub structure and regularly staff cases for access to additional community-based services. The program was one year in length and could be extended if participant needs justified it.

TANF caseloads were capped at 40, with minimum contact standards set at two contacts a month. The County was broken into three regions—North, Central, and South—with one TANF officer assigned to each region. Officers worked with the family, regional law enforcement, treatment programs, hubs, schools, and tribes where appropriate, to find solutions to family problems. Officers worked in conjunction with court reunification programs to support participants in their efforts to regain custody of their children.

In the eighteen months between February 2000 and September 2001, 107 defendants with a total of 233 children were assigned to TANF caseloads. Of those children, 87 percent were preteens and 13 percent were teenagers. The majority of the preteen children were pre-school age. Because of the age of the children of TANF families, probation viewed this program as a prevention program in the purest sense.

Study Methodology. Adults were assessed for eligibility using an assessment guide that measured risk/needs and strengths in 12 areas (e.g., alcohol and drug use, family relations, parenting). Because of limitations on the numbers of adults who could be on the caseload, some adults screened as eligible were not able to participate in the program. These eligible offenders were then handled in routine processing, either being placed on banked caseloads or on routine probation supervision caseloads. Eligible adults not assigned to the TANF caseload were used as a comparison group. Given that they were screened for eligibility, members of the comparison group should be very similar to those participating in the program. Our study sample consisted of 104 TANF participants and 81 comparison offenders screened between November 2000 and November 2001.

Background characteristics related to risk/needs and strengths were gathered, as well as the uses of CYSA/TANF services during a six-month period. At the end of the six-month period, adults were reassessed on the risk/needs assessment form. In addition, probation staff indicated the housing, pro-social activities and income status, recidivism outcomes for adults, as well as information about where children were living, where they were attending school, and whether they had behavioral problems. All data were gathered by probation staff. Risk/need information and background characteristics were gathered as part of routine program case mentoring activities. RAND worked with probation to develop a six-month services form which was filled out by probation staff from case files. Identical procedures were used to gather data for experimental and comparison cases.

Results. We look at background characteristics, services received, and outcomes.

Background Characteristics. The adult TANF caseload participants were assessed using the CPD's TANF assessment guide. This instrument contained items reflecting both risks and needs. Tables 5.3 and 5.4 show the risks and strengths for the TANF and comparison group offenders. TANF and comparison offenders presented a number of risks, including felony criminal records and drug and alcohol use, combined with poor academic achievement, sporadic work history, and a large minority with physical violence histories. About one-third lived in temporary or shared shelters. With respect to their families, about 10 percent had child welfare service involvement with their children, but relatively few reported inadequate food for their children or health coverage, and few reported academic attendance problems for their children. TANF and comparison offenders were not different from each other in terms of the risk variables presented in Table 5.3.

Table 5.3
Risk Characteristics of TANF and Comparison Participants
in County K's Adult TANF Caseload Program (Percent)

Risk Characteristics	TANF (N=104)	Comparison (N=81)
Illegal drug use	72.2	65.4
Felony conviction	92.3	93.8
Child Welfare Services involvement	10.6	9.9
Physical violence in the home	29.1	25.9
Unemployed or sporadic employment	45.2	42.9
Lives in temporary or shared housing	33.7	35.8
Not enough food/family members hungry	2.9	1.2
Inadequate insurance/Medi-Cal	17.3	19.8
Family members with mental illness	9.6	8.6
School dropout	45.2	33.3
High absenteeism or truancy for children	1.2	1.9
Has no community ties	15.4	12.4

NOTE: No missing data

While TANF and comparison offenders had a number of risks, they also had a number of strengths. Table 5.4 presents strengths in the same categories as risks were presented. TANF program participants appear to have had more strengths than did comparison offenders. In particular, they had more stable housing situations, as reflected in the type of housing, children living with both parents, and adequate food. A large majority of TANF and comparison offenders had strengths in a number of areas; half had marketable skills, a large minority were able to obtain adequate health care, and sizeable percentages had supportive, non-criminal family members.

Table 5.4
Strength Characteristics of TANF and Comparison Participants
in County K's Adult TANF Caseload Program (Percent)

Strength Characteristics	TANF (N=104)	Comparison (N=81)
Understands dangers of abuse of drugs/alcohol	23.1	24.7
No law enforcement arrests of other family members	31.7	29.6
Children live in 2 parent home	49.0*	18.5
Immediate family support	48.1	38.3
Has marketable job skills	49.0	54.3
Lives in affordable house or house of choice	51.0*	33.3
Enough food in house	64.4*	46.9
Able to obtain adequate health care	48.1	39.5
No history of mental illness self/family	63.5*	46.9
High school diploma/GED	51.0	56.8
Good school attendance for children	36.5	29.6
Sense of belonging to the community	29.8	18.5

NOTES: * $p < .05$; no missing data

Services Received. Probation staff gathered information on the nature of services accessed by TANF and comparison offenders during the first six months of program participation. Table 5.5 below presents the percent of TANF and comparison offenders who received services.

Table 5.5
Services Received by TANF and Comparison Participants in County K's Adult TANF Caseload Program (Percent)

Services Received	TANF (N=104)	Comparison (N=81)
Treatment		
Outpatient	17.3*	29.6
Residential	31.7	27.2
Batterer's Program	28.9*	14.8
Parenting classes	14.4*	4.9
Sex offender treatment	1.9	4.9
Anger management	4.8	4.9
12-step	18.3	19.8
Services		
Healthy Start	0.0	1.2
Crisis intervention	3.8	1.2
Assessment/treatment	25.0	22.2
Jobs/education	5.8	2.5
Other	16.3*	2.5

NOTES: * $p < .05$; no missing data

Participants in the adult TANF program were more likely than the comparison group offenders to be referred to, or provided with, Batterer's Program, parenting classes, and other services (most frequently, assessments and counseling). Comparison group offenders were more likely to be referred to outpatient treatment.

Outcomes. For the adult TANF program, outcome measures included housing, income/prosocial activity, children, and recidivism. Table 5.6 below presents key outcomes for TANF and comparison offenders. TANF participants were more likely than comparison offenders to live with their families and in a single-family household.[17] They were also more likely to obtain income from a variety of sources than comparison offenders. For example, TANF participants were more likely to receive TANF income, CalWORKs, and food stamps. TANF and comparison offenders were similar in terms of full- or part-time employment.[18]

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[17] The latter probably reflects the more stable living situation at program intake, as shown by "strength" measures in Table 5.4 above.

[18] Comparison group offenders were marginally less likely than TANF offenders to have a full time job.

Table 5.6
Outcomes for TANF and Comparison Participants in County K's Adult TANF Caseload Program (Percent)

Outcomes	TANF (N=104)	Comparison (N=81)
Housing		
Transient	3.8	4.9
Living with family	11.5*	25.9
Shared housing	26.0	23.5
Single family housing	53.9*	28.4
Income/prosocial activity		
TANF income	12.5*	0.0
SSI	14.4	9.9
Unemployment	1.0*	7.4
General relief	6.7	3.7
Food stamps	14.4*	3.7
No income	6.7*	17.3
Part-time job	23.1	14.8
Full-time job	21.2	13.1
GED	9.6	9.9
CalWORKs	10.6*	1.2
Children		
Children living with parents	11.5	18.5
Children living with defendant	42.3*	24.7
Children attending school	62.5	53.1
Children too young for school	26.0	27.2

NOTES: * $p < .05$; no missing data

Some may question whether the program outcomes were consistent with CYSA/TANF goals of self-sufficiency, because offenders were actually receiving more services and benefits. Recall that these outcomes were during the early months of program participation for offenders. As the program manager noted about the increased use of services:

> One of the first things that the program does is to try and stabilize families. This often involves participation in treatment. In order to achieve this, a steady stream of income is needed to either pay for treatment or maintain the family while the client attends treatment. Achieving this often involves referring them to agencies that provide financial support such as SSI or welfare. This is an ongoing process and the kind of change that needs to occur does not happen overnight or often in six months.

Major changes in the status of children were not evident, although a higher percentage of children of TANF offenders were living with the TANF participants six months after program start. School problems were rare, partially reflecting the fact that about a quarter of the youths were too young to be attending school.

Recidivism for TANF and comparison offenders is presented in Table 5.7. Recidivism measures were recorded as 1203.12 PC (informal reports to the court) and as violations of probation.

Table 5.7
Recidivism by TANF and Comparison Participants in County K's Adult TANF Caseload Program (percent)

Recidivism Measures	TANF (N=104)	Comparison (N=81)
1203.12 PC	12.5*	27.2
New crime	0.0	3.7
New technical	2.9	4.9
Violations of probation	37.5+	50.6
New crime	16.4	18.5
New technical	26.0*	13.6
Revoke probation	2.9+	8.6
CDC	2.9	6.2
Local facility	1.0	4.9
Reinstate to probation	21.5*	8.6
Modified	10.6	8.6
Jail time	5.8	6.2

NOTES: * $p < .05$; + $p < .08$; no missing data

TANF offenders were less likely to have 1203.12 PC notification and a violation of probation than comparison offenders. Because the type of 1203.12 PC and technical violation was not always indicated by probation staff, it was not clear whether they were for new law violations or technicals. TANF offenders were slightly less likely to have a revocation of their probation status, but more likely to be reinstated, perhaps reflecting a tendency to work with these offenders in the program more so than probation officers or the court did with comparison offenders.

The adult TANF caseload delivered more intensive services to probationers as planned. Although the receipt of initial income from food stamps and CalWORKs may not reflect the ultimate goals of TANF increased self-sufficiency, these were early outcomes. As expected, TANF offenders were more successful in terms of violations of probation than comparison offenders, although they showed a higher rate of technical violations. These findings reflect short term results; longer follow-up would provide more definitive findings on the success of the program.

County F's Juvenile Assessment Center Program

In County F, the outcome evaluation focused on a juvenile assessment center (JAC), which was started in March 1998. This program provided prevention and early intervention to first-time and low-level offenders. The center staff conducted a comprehensive risk assessment of the minor and the family, developed a case plan, and identified the need for community resources and services for the minor and family. The assessment included physical and mental health measures, education and employment, parenting skills and family relations, substance abuse, criminal behavior, and stress-related behaviors. Probation checked with Child Protection Services, schools, and law enforcement to gather information on issues identified by these agencies. This program served approximately 800 youths per year. The JAC was a field program in a small northern California county.

Case plans were developed with input from the parents and the minor. Three levels of services were provided, depending on the identified needs and risks of the youth:

- **Minimum Risk:** Assessment indicated that the family was able to handle the misbehavior. The case plan included a sanction, an apology to the victim, and a referral to services, if necessary.
- **Services Plan:** Assessment indicated that there was a need for services and monitoring.
- **Informal Contract per 654 WIC:** Assessment indicated multiple risk factors needed to be addressed and the minor needed to be closely monitored.

All youths were required to write a letter of apology to their victim, to write an essay on what they learned from the experience, and to do community service.

Study Methodology. The experimental group consists of 2,437 youths referred to the JAC program between February 1998 and May 2002. The comparison group was historical: 787 youths who were either sentenced to diversion or counseled and released in 1997, the year before the assessment program began. A given experimental youth may have had more than one case referred to the program.

Data for both experimental and comparison youths were obtained from computerized databases maintained by the County. Background characteristics related to age, gender, race, and school attended were included.[19] Information on the nature of the current offense was also recorded. For JAC program youths, data on whether a service/program was assigned and completed were available. Information on youth recidivism (referrals) was available for both groups. We categorized recidivism into 6, 12, and 18 months after assignment to the JAC or (for comparison youths) first referral to diversion. Youths were counted only once in the analysis using the first JAC referral (or diversion/counseling for comparison youths). Subsequent referrals during the study time were counted as recidivism events.

Results. We look at background characteristics, services received, and recidivism.

Background Characteristics. As shown in Table 5.8, most youths participating in the JAC and diversion were age 15 and older. The majority were white males. Offense types for assessment youths were varied. One quarter of the youths had violent offenses; fewer than half were brought to the program for property offenses. Drug and alcohol offenses accounted for another quarter.

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[19] We do not report on school attended.

Table 5.8
Characteristics of JAC and Comparison Youths in County F's Juvenile Assessment Center Program (Percent)

Characteristics	JAC (N=2437)	Comparison (N=787)
Age		
6-10	4.6	2.6
11-12	12.9	12.1
13-14	26.8	24.5
15-16	35.8	39.6
17-18	19.8	21.2
Gender		
Male	65.8	73.0
Female	34.2	27.0
Race		
White	87.2	80.2
Black	2.7	4.0
Hispanic	3.7	6.8
Asian	4.1	4.6
Other	2.3	4.5
Offense type		
Violent	24.2	–
Property	44.1	–
Drug/alcohol	24.2	–
Other	7.5	–

NOTES: Missing values have been eliminated in computing percentages. Missing data were 0.1% of JAC cases and 0.5% of comparison cases for age, 0.2% of JAC cases and 0.3% of comparison cases for gender, and 1.2% of JAC cases and 0.6% of comparison cases for race. Offense type was unknown for 0.9% of JAC cases and for all comparison cases.

Services Received. For JAC youths only, we were able to obtain information on program compliance by youths. Table 5.9 below shows the percent of youths assigned to a program and, for those assigned, the percent who completed the program. The most frequently assigned program for the youth was work and community service. About one-third were assigned to counseling. Very few were assigned to drug/alcohol programs. Between about one half and two-thirds of youths successfully completed their assigned services. The completion rate was highest for work and community service and lowest for drug/alcohol completion.

Table 5.9
Programs Assigned and Successfully Completed (JAC Youths Only) in County F's Juvenile Assessment Center Program (percent)

Program	Assigned	Completed
Counseling	35.7	58.8
Drug/alcohol	1.4	46.2
Work/community service	78.2	68.2
Juvenile Hall/camp	10.7	99.5

NOTES: Percent assigned was based on all JAC youths. Percent completed was based on the number who were assigned.

Recidivism. Table 5.10 below presents the probation referrals for JAC and comparison youths at 6, 12, and 18 months after program start. Across all time periods, JAC youths were less likely than comparison youths to receive a referral. This difference was statistically significant for all time periods. In addition, the time to first referral (Table 5.11) was also significantly different for JAC and comparison youths. For those youths with a re-referral, JAC youths were able to remain in the community longer before reinvolvement with the juvenile justice system.

Table 5.10
Subsequent Referrals Within 6, 12, and 18 Months of First Assignment to JAC or First Referral to Diversion (percent)

	JAC (N=2437)	Comparison (N=787)
6 months	10.2*	26.9
12 months	18.8*	36.6
18 months	24.9*	45.5

NOTES: * $p < .05$; JAC youths who entered the program within the past six months were eliminated from consideration for recidivism within 6 months, and similarly for 12 and 18 months. Cases thus excluded were 10.0% of JAC youths for 6 month recidivism, 20.1% for 12 month recidivism, and 30.1% for 18 month recidivism. No comparison youths were excluded.

Table 5.11
Mean Days to First Subsequent Referral Within 6, 12, and 18 Months of First Assignment to JAC or First Referral to Diversion (Percent)

	JAC (N=2437)	Comparison (N=787)
6 months	93.7*	71.3
12 months	176.1*	123.7
18 months	250.4*	167.1

NOTES: * $p < .05$; Mean days to re-arrest were for those youths who were re-arrested during the reference period. Youths who were not arrested during the reference period were not included in computing the means.

Relatively limited information was available for JAC and comparison youths. However, information available shows that a fair number received services while in the program. Program services are assigned according to the level of risk of the offender. Thus, not every youth would be expected to be assigned to counseling, drug/alcohol treatment, or work and community service. Although program completion rates ranged from half to two-thirds, the program was successful in reducing subsequent contacts these youths had with the juvenile justice system.

County H's Placement Readiness Recidivism Program

County H chose a placement readiness recidivism program (PRRP) to represent a CYSA/TANF program in a custody setting. This program targeted youths awaiting placement in the juvenile hall who exhibited mental health problems and who were at high risk for engaging in disruptive behaviors while in custody. Traditionally, juvenile detention was not designed to address the needs of the emotionally disturbed and mentally ill youths who remained in custody for long periods of time. The program was designed to reduce disruptive behaviors of this group of youths and to improve out-of-custody coping skills, thereby reducing disruptive out-of-custody behavior.[20] The goals of the program were to reduce the number of incident reports, increase functioning on the units, and increase the success rates of out-of-home placements.

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[20] Program descriptive from (no date, no author) "Preliminary Report on PRRP Program Effectiveness: March 1999-2000."

Eligible youths were those who are awaiting placement in the hall who had mental health issues. Youths were screened for program participation by mental health staff. Youths with serious mental health problems—highly volatile, assaultive, or in maximum security—were not eligible for the program. The program was voluntary. Program youths received weekly independent therapy with mental health staff. These sessions generally focused on short-term functioning issues (e.g., anger management). There were also weekly theme groups taught by mental health staff. Youths also participated in daily recreation and had options to participate in yoga classes. The program was highly structured and supervised.

Study Methodology. The experimental group consisted of 200 youths participating in the program between June 1999 and March 2002. A comparison sample of youths was constructed by selecting youths awaiting placement in the juvenile hall in 1998 who would have been eligible for the program had it existed at the time. This sample was constructed by RAND staff using daily booking sheets and abstracting youth names awaiting placement. Youths in restrictive custody housing units were not eligible for the comparison group (similar to program requirements). Because a comparison group was constructed using historical records, it might have differed from the program youths in important ways. For one, program youths selected were among the most disruptive placement youths in the hall. Our comparison group consisted of all placement youths; therefore, they may have less serious behavioral and mental health issues than the experimental group. We addressed this issue in the analyses, in which we selected the higher-risk comparison youths and contrasted them with the PRRP group.

Information on youth custody stays in the hall (in and out dates)—as well as the number of incident reports, mental health confinement days, discipline days, numbers of self injuries—were gathered for both experimental and comparison group youths. Data for the experimental youths had been gathered by program staff; RAND staff collected parallel data for the comparison group. In addition, information for experimental youths recorded whether youths were in or out of the PRRP program during their stay in juvenile hall. We calculated the number of days from release from juvenile hall until return as a measure of the extent to which PRRP was able to slow down the cycling of offenders back into the hall.

Results. We look at background characteristics and recidivism.

Background Characteristics. Table 5.12 below shows that the sample was primarily male. About half the youths were either Black or Hispanic. The average number of prior technical violations (777 WIC) ranged from 1.2 for experimentals to 1.9 for comparison youths (a statistically significant difference). Prior law violations for the two groups were similar.

Table 5.12
Characteristics of the PRRP and Comparison Samples in County H's PRRP

Characteristics	PRRP (N=200)	Comparison (N=200)
Age	14.7*	15.2
Male (percent)	69.5	77.5
Black (percent)	39.7	36.5
Hispanic (percent)	18.1	15.5
Prior technicals (average number)	1.2*	1.9
Prior law violations (average number)	1.6	1.7

NOTE: * $p < .05$; Percentages are based on non-missing data. Age was unknown for 3.5% of PRRP youths. Race was unknown for 0.5% of PRRP youths.

Recidivism. Recidivism for this program was measured in a number of ways. Our first analysis considered the "target" period for experimentals as the custody event during which their first placement in PRRP occurred. For comparison youths, it was defined as the first custody period in 1998.

Table 5.13 below shows the average number of incident reports during PRRP contrasted with the full custody time for comparison offenders. The shows that PRRP was associated with fewer days in mental health room confinement for experimental youths relative to comparison youths. In addition, experimental youths remained free in the community for more days until their return to custody. There were no differences in measures of incident reports, disciplinary room confinements, and self-abuse incidents for the two groups.

Table 5.13
Outcome Measures During the Target Period in County H's PRRP

Outcomes Measures	PRRP (N=200)	Comparison (N=200)
Incident reports	1.01	0.85
Disciplinary room confinement days	1.01	1.08
Self-abuse incidents	0.09	0.04
Mental health room confinement days	0.94	2.51*
Days free	173.97*	110.46

NOTES: * $p < .05$; Incident reports, disciplinary actions, and self-abuse incidents were measured only during the time spent in the program for PRRP youths. For comparison youths, these were measured throughout the target period. The "days free" variable consisted of the number of days between the end of the target period and the date of the first subsequent booking. If no subsequent booking occurred, days free was defined as the number of days between the end of the target period and September 1, 2002 (when data collection ended). Missing data accounted for 4.5% of PRRP cases and 12.5% of comparison cases for incident reports, 4.0% of PRRP cases and 15.0% of comparison cases for disciplinary room confinement days, 4.0% of PRRP youths and 12.5% of comparison youths for self-abuse incidents, and 4.0% of PRRP youths and 28.0% of comparison youths for mental health room confinement days. Means in this are based on non-missing data.

Table 5.13 considers the number of incidents and confinement days over the youth's target custody period. It does not standardize for the number of days during which the youth was in the program (for experimentals) or in custody (for the comparison group). Thus, youths with differing time-at-risk are combined in analyzes. A more accurate measure is to standardize the measures, using the numbers of incident reports, serious abuse incidents, etc., divided by the days in the program (or custody for comparison youths). In this manner, we calculated a daily rate for the measures of interest.

Table 5.14 below presents similar measures as above, except they were standardized per day of custody. When the measures were standardized, the picture changed. Mental health days were no longer significantly fewer for experimental youths than comparison. In addition, incident reports and self-abuse incidents were significantly higher for experimental than comparison offenders.[21]

Table 5.14

Standardized Outcome Measures During the Target Period in County H's PRRP

Outcome Measures	PRRP (N=200)	Comparison (N=200)
Incident reports	0.043	0.016*
Disciplinary room confinement days	0.040	0.024
Self-abuse incidents	0.003	0.001*
Mental health room confinement days	0.028	0.048

NOTES: * $p < .05$; Incident reports, disciplinary actions, and self-abuse incidents were measured only during the time spent in the program for PRRP youths. For comparison youths, these were measured throughout the target period. Daily rates are based on non-missing data. Missing data were found for 5.0% of PRRP youths for all measures except incident reports, where 5.5% of PRRP youths had missing data. For comparison youths, missing data accounted for 12.0% for mental health room confinement days, 15.0% for disciplinary room confinement days, and 12.5% for the remaining measures.

As we indicated earlier, however, the comparison group as constructed may contain youths who might not have been selected into the experimental program had it existed at the time. Program staff indicated that perhaps the most disruptive half of placement youths were selected into the PRRP program. We addressed this issue in two ways. First, we conducted a multiple regression analysis in which we controlled for differences in the available background characteristics of youths. Results for this analysis are shown in Table 5.15 below. Despite controlling for differences, PRRP youths showed higher rates on three of the four outcome measures.

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[21] Program staff suggested that changes in policies about incident reports in 1999 may have been partially responsible for higher reported violations. In 1999, a new wristband policy was instituted, resulting in an increased number of violations (and room confinements) for youth that tampered or tried to take off the bands. In August of 2001, program restrictions had to be reported in official records, also increasing the numbers of incident reports.

Table 5.15
Standardized Regression Coefficients for County H's PRRP Program

Dependent Variable	PRRP	Prior Techs	Prior Offenses	Current Offense	Male	Age	Hispanic	Black
Incident reports	.37*	-.06	-.04	.06	.13*	-.08	.01	.01
Disciplinary room confinement days	.22*	.00	-.03	.08	.11*	-.20*	.05	.01
Mental health room confinement days	.06	.08	-.05	.06	-.03	.04	-.06	-.15*
Self-abuse incidents	.17*	-.02	-.03	-.05	.00	-.04	-.04	-.05

NOTE: * $p < .05$; Missing data were as follows: 2.0% of PRRP youths and 12.0% of comparison youths for current offense, 3.5% of PRRP youths for age, 0.5% of PRRP youths for Hispanic and black, 15.0% of PRRP youths and 14.5% of comparison youths for incident reports, 18.5% of PRRP youths and 18.0% of comparison youths for disciplinary room confinement days, 8.5% of PRRP youths and 17.0% of comparison youths for mental health room confinement days, and 3.0% of PRRP youths and 12.5% of comparison youths for self-abuse incidents.

PRRP was designed to improve the behaviors of disruptive youths exhibiting mental health problems in the halls as well as to reduce "recycling" of these youths back into custody once they are released into the community. Our analyses showed support for the latter. PRRP youths remained "free" in the community for approximately two more months than comparison youths. Analyses of behavioral improvement in the juvenile hall revealed PRRP youths performed worse compared to the historical comparison group. It is unclear to what extent these differences were due to the comparison group youths being less serious and disruptive than PRRP youths. PRRP youths, however, appeared to perform better during program participation than in the time before they started in the program.

County D's Youth and Family Resource Centers

The Youth and Family Resource Centers (YFRCs) added with CYSA/TANF funds were selected for an outcome evaluation in County D. This program represents a juvenile field CYSA/TANF program in a large southern California county. The program comprised structured, community day-reporting and treatment centers located in various locations in the county. Three of the five centers were CYSA/TANF-funded; the first YFRC opened its doors in 1996. A primary goal of the model was to strengthen families as a means of reducing chronic patterns of criminal behavior among high-risk youths identified locally as the "8%" population. The "8%" represented a small portion of the offenders who entered the local juvenile justice system, but accounted for over 50 percent of repeat offenses (Schumacher and Kurz, 2000). YFRCs targeted two populations of youths—first-time wards who met the 8% risk profile and juvenile wards transitioning back to their community after having served a local institutional commitment.

Each YFRC employed a multi-disciplinary case staffing process, whereby the entire intervention team met weekly to assess the needs of the program youths and their families. From the process, detailed and individualized case plans were developed and systematically evaluated. Services offered to participants included on-site classrooms, mental health therapy, substance abuse counseling, parent education and support, in-home family intervention, health resources, employment services, transportation and other activities provided by contracted public and community-based professionals. Balanced and restorative justice principles were a guiding philosophy, and related program components included graduated sanctions, victim impact awareness, and community service projects, which stressed "Service Learning" ideals.[22]

Study Methodology. *Study and Comparison Groups.* The evaluation of the YFRCs utilized a quasi-experimental design. Youths who participated in the YFRC program in calendar year 2000 were considered "experimentals." There were three experimental groups in County D, each with a matching comparison group. Experimental groups included younger youths who were considered to be in the 8% most serious risk for offending (N=125), an older 8% counterpart to the younger 8% youth group (N=118), and Transitional Aftercare Component (TAC) youths (N=45). Youths were considered to be in the Younger 8% group if they were 15 1/2 years old or less at the time of first wardship. If they were more than 15 1/2 years old at the time of first wardship, they were considered to be in the Older 8% group. TAC youths had a current custody of 90 days or more. The three comparison groups consisted of routine probation youths with similar characteristics.[23] For the two 8% groups, the comparison youths consisted of those who also met the 8% criteria but were not assigned to a YFRC. These comparison youths were divided into younger (N=90) and older (N=110) groups, based on age at time of first wardship just as with the experimental groups. The comparison group for TAC youths (N=53) consisted of youths who also met the criteria for TAC but were not assigned to a YFRC. RAND staff gathered background characteristics, recidivism and risk/needs data from automated county databases as well as from paper files.

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[22] This paragraph was abstracted from County D Probation Department program description prepared for CPOC, March 2002.

Measures Used. Outcome measures for recidivism included applications for petitions, sustained petitions, and custody time. This information was gathered from county computerized databases by RAND staff. Information on changes in specific risk factors such as school performance, substance abuse and gang affiliation were gathered by RAND staff from assessments in the youth probation folders. No information on types and extent of services received by the experimentals or comparison youths were gathered.

Results. We examine background characteristics and recidivism.

Background Characteristics. Characteristics of the groups are listed in Table 5.16 below. As per the definition of the 8%ers, youths in the Younger 8% group were 15 1/2 and younger; TAC youths were generally 15 or older. The comparison groups were generally comparable to the experimentals in terms of gender and race; differences emerged in the average age of youths in the older 8% and TAC comparison groups.

Recidivism. We gathered information on recidivism in a variety of ways, ranging from static measures (such as the percent of youths with an application filed at 6, 12, and 18 months) as well as more dynamic measures, such as the length of time from program start until a petition application. Table 5.17 below presents the percentages of youths with an application for a petition for a new law violation at 6, 12, and 18 months after program start. There were no differences between Younger and Older 8% youths and their respective counterparts. By six months, approximately one-quarter of the younger 8% group had an application for a new law violation; by 18 months, almost half of the group had an application for a new law violation.

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[23] While the 8% experimental and comparison groups were similar, their eligibility determination were not identical. Whereas the experimental youth were specifically screened and identified by trained officers, the comparison youth were identified by a review by RAND staff of the risk/need assessment completed by the probation officer at wardship. This latter process was developed to identify 8% eligible youth using the existing formal assessment process, but may not be as valid a process for identifying a "true" 8%er.

Table 5.16

Characteristics of Experimental and Comparison Youths in County D's YFRCs (Percent)

	Younger 8% (N=125)	Comparison (N=90)	Older 8% (N=118)	Comparison (N=110)	TAC (N=45)	Comparison (N=53)
Age						
11-12	7.0	2.2				5.6
13-14	47.3	61.1			6.8	13.9
15-16	45.7	36.7	62.3	51.8	46.7	77.8
17-19			37.7	48.2	46.7	2.8
Gender						
Male	75.2	78.9	79.8	82.7	91.1	90.6
Female	24.8	21.1	20.2	17.3	8.9	9.4
Race						
White	32.3	31.1	48.2	33.6	42.2	21.6
Black	3.2	7.8	2.7	2.7	4.4	2.0
Hispanic	55.9	50.0	42.9	53.6	33.3	64.7
Other	8.7	11.1	6.2	10.0	20.0	11.8

NOTES: Missing values have been eliminated in computing percentages. Mean age for the older 8% youths (16.1) was significantly different ($p < .05$) from the mean age of comparison youths (16.5). Mean age for the TAC youths (15.7) was significantly different ($p < .05$) from the mean age of comparison youths (15.1). Race was unknown for 1.6% of Younger 8% youths, for 1.8% of Older 8% youths, and for 3.8% of TAC comparison cases.

Table 5.17

Application for Petition for New Law Violation Within 6, 12, and 18 Months of Assignment to Experimental or Comparison Group in County D's YFRCs (Percent)

	Younger 8% (N=125)	Comparison (N=90)	Older 8% (N=118)	Comparison (N=110)	TAC (N=45)	Comparison (N=53)
6 months	23.2	26.7	25.4	20.0	22.7*	84.8
12 months	39.2	42.2	35.4	30.9	36.4*	90.9
18 months	48.0	51.1	40.9	36.4	47.7*	90.9

NOTE: * $p < .05$; Recidivism could not be determined for 6.8% of Older 8% youths, 2.2% of TAC youths, and 37.7% of TAC comparison cases.

TAC youths performed significantly better than their comparison offenders. Applications for experimental youths were generally less than half the rates for comparison youths. In addition, the time until new applications for TAC youths was much longer, suggesting that the program was able to delay return to criminal activity, as shown in Appendix B, Table B.1.

A second recidivism variable was technical violations. On this outcome, experimental and comparison youths performed equally well in terms of the percent with an application for a technical violation for all three study groups (Table 5.18). It appeared that for the Younger 8% and TAC youths, participation in their programs may have delayed the onset of a technical violation initially (in the first six months); however, by 12 and 18 months, the experimental youths looked similar to comparison offenders (Appendix B, Table B.2).

Sustained petitions mirror findings we saw for applications. TAC youths did significantly better than their respective comparison youths in terms of sustained petitions for new law violations, both in terms of the percentage with a new sustained petition, but also in the time to sustained petition (Table 5.19 and Appendix B, Table B.3).[24]

We were also interested in the types of offenses for sustained petitions. For this analysis, we considered all sustained petitions for a youth. Thus, the unit of analysis was the petition, rather than individual youth. The most frequent type was for technical violations—about 50 percent overall. About 30 percent of sustained petitions were for misdemeanors; fewer than about 20 percent for felonies, although about one-quarter of sustained offenses for the TAC comparison group were for felonies (Table 5.20).

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[24] The percent of Younger 8% committed during the first six months was higher than for comparison youth (Appendix B, Table B.4). Table B.5 of Appendix B presents the time until first commitment. The Younger and Older 8% experimental groups were similar to comparison youth. TAC offenders remained in the community for a longer period of time than their comparison group before they were committed.

Table 5.18

Application for Petition for Technical Violation Within 6, 12, and 18 Months of Assignment to Experimental or Comparison Group in County D's YFRCs (Percent)

	Younger 8% (N=125)	Comparison (N=90)	Older 8% (N=118)	Comparison (N=110)	TAC (N=45)	Comparison (N=53)
6 months	32.0	30.0	29.1	29.1	25.0	27.3
12 months	45.6	46.7	38.2	41.8	34.1	51.5
18 months	54.4	50.0	40.9	50.0	40.9	60.6

NOTES: * $p < .05$; Recidivism could not be determined for 6.8% of Older 8% youths, 2.2% of TAC youths, and 37.7% of TAC comparison cases.

Table 5.19

Sustained Petition for New Law Violation Within 6, 12, and 18 Months of Assignment to Experimental or Comparison Group in County D's YFRCs (Percent)

	Younger 8% (N=125)	Comparison (N=90)	Older 8% (N=118)	Comparison (N=110)	TAC (N=45)	Comparison (N=53)
6 months	23.2	24.4	20.9	17.3	22.7*	81.8
12 months	36.8	40.0	30.0	29.1	36.4*	90.9
18 months	42.4	47.8	35.4	32.7	47.7*	90.9

NOTES: * $p < .05$; A youth was considered to have a sustained petition if he or she had a petition filed during the reference period which was sustained at some time thereafter, regardless of whether it was sustained during the reference period or not. Recidivism could not be determined for 6.8% of Older 8% youths, 2.2% of TAC youths, and 37.7% of TAC comparison cases.

Table 5.20

Highest Sustained Petition Offense Within 18 Months of Intake in County D's YFRCs (Percent)

	Younger 8% (N=226)	Comparison (N=150)	Older 8% (N=145)	Comparison (N=148)	TAC (N=68)	Comparison (N=100)
Felony	15.3	20.0	12.4	16.9	17.6	25.0
Misdemeanor	32.7	28.7	26.2	30.4	30.9	37.0
Probation violation	54.0	51.3	61.4	52.7	51.5	38.0

NOTE: The unit of analysis for this was sustained petitions, not number of youths.

Table 5.21 below presents the average number of sustained petitions. By 18 months, most youths had sustained at least two petitions, with the TAC comparison youths averaging over four. Findings in the are consistent with previous findings on the percent of youths with sustained petitions – Younger and Older 8% youths performed similar to their comparison groups; TAC youths performed significantly better than their comparison group, but this was due to new law violations and not technical violations.

Finally, we were also interested in the improvement in youth risk factors after assignment to the program. Table 5.22 below presents the percent of youths who showed improvement in risk areas at 6, 12, and 18 months after assignment. In several instances, particularly for the Younger 8% youths, positive changes did occur in academic achievement, particularly early in the program. With the Older 8% and TAC youths, academic improvement was apparent at 12 months after program intake. For the Younger 8% youths, some improvement in the influence of negative peers was apparent during the early program months. In other risk areas, such as drug abuse, alcohol abuse, school attendance, experimental and comparison youths improved similarly after program start. Given the almost 100 comparisons tested in Table 5.22, we would expect to see, on average, five that are significant by chance alone.

The YRFC program was designed to reduce the chronic patterns of criminal behavior among high-risk youths. Our analysis examined three separate groups of youths – Younger and Older first-time wards who met the 8% risk profile and juvenile wards transitioning back into the community after having served a local institutional commitment. Contrary to expectations, results showed few differences in recidivism for the 8% group (Younger and Older) contrasted with youths in traditional probation. Favorable effects were found for the TAC youths, although results were based on small sample sizes. A few instances of improved academic performance and reduced contact with negative peers were found, but these may be due to chance.

Table 5.21
Mean Number of Sustained Violations per Youth Within 6, 12, and 18 Months of Intake in County D's YFRCs

		Younger 8% (N=125)	Comparison (N=90)	Older 8% (N=118)	Comparison (N=110)	TAC (N=45)	Comparison (N=53)
Sustained petitions	6 months	1.1	1.1	0.9	1.0	0.8	1.9
	12 months	1.9	2.0	1.6	1.7	1.7	3.3
	18 months	2.7	2.7	1.9	2.2	2.3	4.4
Probation violations	6 months	0.4	0.4	0.3	0.3	0.3	0.3
	12 months	0.7	0.7	0.6	0.5	0.5	0.8
	18 months	0.9	0.9	0.7	0.7	0.7	1.1
New law violations	6 months	0.4	0.3	0.2	0.2	0.3	0.8
	12 months	0.6	0.6	0.4	0.5	0.5	1.4
	18 months	0.8	0.8	0.5	0.6	0.7	1.8

NOTE: * $p < .05$; Missing data were found for 6.8% of Older 8% control youths, 2.2% of TAC youths, and 37.7% of TAC comparison youths.

Table 5.22
Percent of Youths Who Showed Improvement Between Baseline and 6, 12, and 18 Months in County D's YFRCs

		Younger 8% (N=125)	Comparison (N=90)	Older 8% (N=118)	Comparison (N=110)	TAC (N=45)	Comparison (N=53)
Drug abuse	6 months	13.2	17.4	17.5	17.1	9.1	13.3
	12 months	17.6	19.0	22.7	16.5	14.3	16.0
	18 months	24.2	13.6	21.0	15.9		
Alcohol abuse	6 months	13.2	20.9	20.4	21.9	13.6	10.0
	12 months	18.5	19.0	22.7	20.2	10.7	16.0
	18 months	17.2	20.9	30.9	22.2		
School attendance	6 months	43.0	34.9	41.7	48.6	40.9	43.3
	12 months	39.8	44.3	55.7	48.8	55.6	36.0
	18 months	46.5	47.8	56.8	54.0		
Academic achievement	6 months	26.3	14.0	28.2	19.0	22.7	16.7
	12 months	33.3	19.0	39.2	19.0	35.7	12.0
	18 months	24.2	20.9	39.5	23.8		
Performance problems	6 months	21.1	23.3	23.3	35.2	27.3	20.0
	12 months	19.4	24.1	35.1	39.3	17.9	32.0
	18 months	23.2	26.9	39.5	34.9		
Negative peers	6 months	10.5	2.3	3.9	6.7	0.0	10.0
	12 months	5.6	2.5	4.1	9.5	3.6	16.0
	18 months	10.1	3.0	11.1	14.3		

NOTES: * $p < .05$; Missing data were found for 8.8%-20.8% of Younger 8% youths, 4.4% - 26.7% of Younger 8% control youths, 4.4% - 26.7% of Older 8% youths, 4.6% - 42.7% of Older 8% control youths, 37.1%-51.1% of TAC youths, and 43.4%-52.8% of TAC comparison youths, with lower numbers missing at 6 months and higher numbers at 18 months.

Summary of Results

To assess the impact of CYSA/TANF at the system level, we drew upon three different perspectives—that of the CYSA/TANF program officers, the Chiefs, and the evaluation team. There were specific outcomes that the CYSA legislation hoped to achieve, such as placing a greater emphasis on increasing the accountability of youths, providing more direct services to youths and families, and placing a greater emphasis on prevention and early intervention. Overall, the CYSA/TANF program officers rated their programs and/or services as having a moderate to large impact on CYSA-related outcome areas. In terms of CYSA-related goals, the program officers felt that the impact of their CYSA/TANF programs and/or services in their county was particularly strong in the areas of public safety and increasing the range of options that probation officers had in serving these youths and their families.

From the Chiefs' perspective, CYSA/TANF allowed their departments to add staff and to add or enhance services within their juvenile halls and camp programs. In addition, CYSA/TANF provided a secure funding base for their custody programs. Also, Chiefs frequently mentioned the addition or enhancement of the range of services offered, particularly to low-level, first-time offenders and their families. If CYSA/TANF were to go away, in the Chiefs' view, major changes would occur within the departments. Most felt that CYSA/TANF and/or other prevention and intervention programs and services would have to be cut back.

From the evaluation team's perspective, CYSA/TANF filled an important gap in funding for juvenile probation services that had been lost when the Title IV-A-EA program ended in December 1995. These federal TANF dollars enabled counties to put back in place services that had been previously lost or to build back up services and programs that had been cut back drastically during the 18-month hiatus between the ending of Title IV-A-EA and the start of CYSA/TANF. Importantly, CYSA/TANF seems to have continued a system-wide "sea change" that had started under Title IV-A-EA, from a focus on surveillance and monitoring of youth offenders to a focus on families and on rehabilitative and therapeutic approaches. Requirements with respect to coordination and planning in the CYSA legislation also helped to increase the likelihood that CYSA/TANF dollars would be used to fill in service delivery gaps within the counties and that CYSA/TANF-funded programs would fit into a larger overall county plan for addressing children's needs. That CYSA/TANF and other grant programs required as a condition of funding that multiagency planning bodies be established collectively helped to establish an atmosphere of multiagency collaboration and coordination at the local levels. In addition, CYSA/TANF enabled probation to become a more viable player in a county with respect to children's issues in general, with CYSA/TANF funds serving as an important incentive for other county agencies and local service providers to partner with probation in addressing these issues.

To assess the impact of CYSA/TANF at the individual level, four programs funded under CYSA/TANF were selected for outcome studies—one adult field program, two juvenile field programs, and one juvenile hall program. The programs spanned the continuum of options. In the JAC, youths were targeted as part of a prevention and early intervention program. In the YFRC, the 8% youths that have been shown to be responsible for generating the most crime after initial involvement in the juvenile justice system were targeted. The PRRP targeted youths in the juvenile hall with mental health needs who were responsible for much of the disruptive behaviors. Finally, the adult TANF caseload approached the issue of juveniles by targeting their parents for intensive supervision.

RAND staff worked with each site to develop a feasible research design, data collection procedures, and appropriate outcome measures. In all sites, a quasi-experimental research design was implemented in which either an historical comparison group or contemporaneous sample of adults or youths were contrasted with the CYSA/TANF program. In the two programs in which we gathered service-level information, experimental program participants did receive services in keeping with those outlined under CYSA/TANF; however, in the one program in which we contrasted services for comparison and CYSA/TANF offenders, TANF offenders did not consistently receive more services than comparison (or routine-processing) offenders. Outcomes for the four programs varied both within and across the sites. In all sites, we observed positive outcomes for CYSA/TANF program participants on at least some outcome measures. However, outcomes were similar for experimental and comparison group offenders on many measures in three of the four programs.

6. The CYSA/TANF Funding Environment and Experiences

In this chapter we discuss the probation funding environment into which CYSA/TANF was introduced, the process by which counties claimed for and leveraged CYSA/TANF monies, and fiscal pressures departments may have faced in using CYSA/TANF funds.

Probation Funding Environment

CPDs receive funding from a wide variety of sources, including CYSA/TANF,[25] state re-alignment dollars;[26] Proposition 172;[27] Title IV-E;[28] and other federal, state, and county funding. Sources of funding have changed over the years. Prior to CYSA/TANF, Title IV-A-EA provided substantial funding to counties. Under Title IV-A-EA, CPDs received reimbursement for juvenile institutional services with claims based on eligibility of wards.[29] This program remained operational until December 31, 1995. Starting in 1996, CPDs experienced an 18-month hiatus between the ending of Title IV-A-EA and the start of CYSA/TANF. When CYSA/TANF was implemented, county allocations were made proportional to each county's Title IV-A-EA claim during federal FY 1995/1996. The total CYSA/TANF allocation initially available to CPDs in FY 1997/1998 was approximately $141 million. Since then, the statewide allocation has been approximately $168 million a year. Allocations to California's counties vary greatly, with bigger counties receiving larger allocations. In FY 2000/2001, the smallest counties received allocations of less than $20,000; the largest allocation was over $68 million.

To document funding trends over time, we gathered information from the Probation Business Managers' Association annual revenue surveys, as well as the CYSA/TANF allocations from annual county fiscal letters prepared by the Department of Social Services.[30] For each county from FY 1994/1995 through FY 2000/2001, we entered the reported county approved budget and revenue amounts for the funding streams designated on the county revenue surveys. Over time, the categories for revenue sources

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[25] In addition to CYSA/TANF funds received to provide the 23 CYSA/TANF services, counties also receive approximately $33 million per year in CYSA/TANF funds allocated on the basis of occupied bed-days for camps and ranches. Camps and ranches allocations are considered other state funds in analyses in this chapter.

[26] In 1991, California enacted a major change in the nature of he state and local governmental relationship, known as realignment. Realignment transferred programs in the areas of mental health, social services, and health from state to local control, changed program cost-sharing ratios, and provided counties with dedicated tax revenues from the vehicle licensed fee and sale tax to pay for these changes (www.lao.ca.gov/2001/realignment/020601_realignment.html).

[27] Proposition 172, a $1.5 billion annual sales tax devoted to law enforcement, was passed by California voters in 1993.

[28] Title IV-E is a federal pass-through grant that provides funds to grantees to allow them to provide a higher level of foster care-related services to IV-E eligible children.

[29] This program was dissimilar to CYSA/TANF, where claims are based on specific services provided.

[30] Accounting methods vary among counties. As a consequence, it was not feasible to obtain consistent expenditure information on a statewide basis. The best uniform approximation of expenditures available to RAND was the approved budget for each CPD for each fiscal year of the study.

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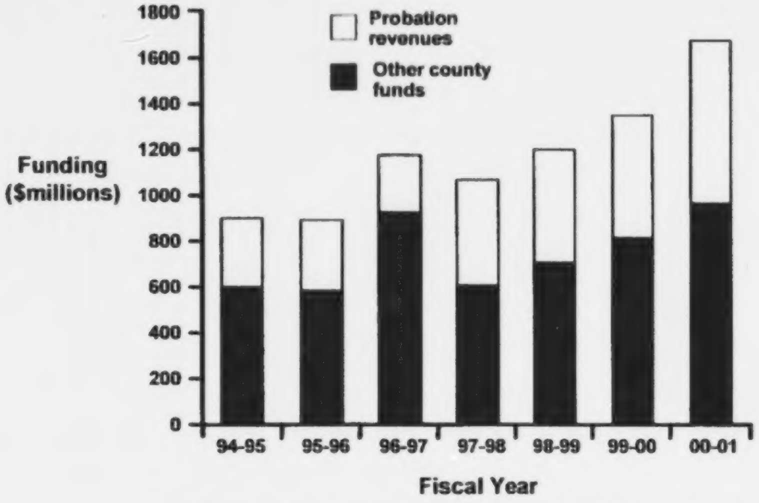
changed somewhat, and we collapsed the information into a number of major categories to simplify the presentation. Major categories included: Title IV-E, Prop 172, Title IV-A-EA, Realignment, miscellaneous grants (such as Challenge, the Mentally Ill Offender Crime Reduction (MIOCR) Program), and other grant programs.[31] CYSA/TANF allocations were obtained from the county fiscal letters. "Other County Funding" was calculated as the difference between the total budget reported and revenues received from these other sources.

Figure 6.1 shows CPD funding from FY 1994/1995 through FY 2000/2001. During this time period, total budgets were increasing. Other county funding rose in FY 1995/1996 and FY 1996/1997 as Title IV-A-EA funds were eliminated. (We discuss this trend in more detail below.) Loss of Title IV-A-EA funds is also shown in the reduced probation revenues during this same time period.



Sources: Probation Business Managers Association, Revenue Survey of CPDs, Various years; CDSS Fiscal Letters, various years

Figure 6.1—CPDs' Budgets and Funding, FY 1994-2001

Figure 6.2 shows how important CYSA/TANF funding is relative to other large funding streams for the CPDs. Prop 172 and Title IV-E represent substantial sources of revenue for CPDs. Before it was eliminated, Title IV-A-EA represented an even larger revenue source than these two funding streams. In FY 1994/1995, Title IV-A-EA funding was almost $150 million. In FY 1997/1998, CYSA/TANF revenue essentially picks up where Title IV-A-EA left off (CYSA/TANF allocations were based on Title IV-A-EA amounts) and increased slightly in the succeeding years.

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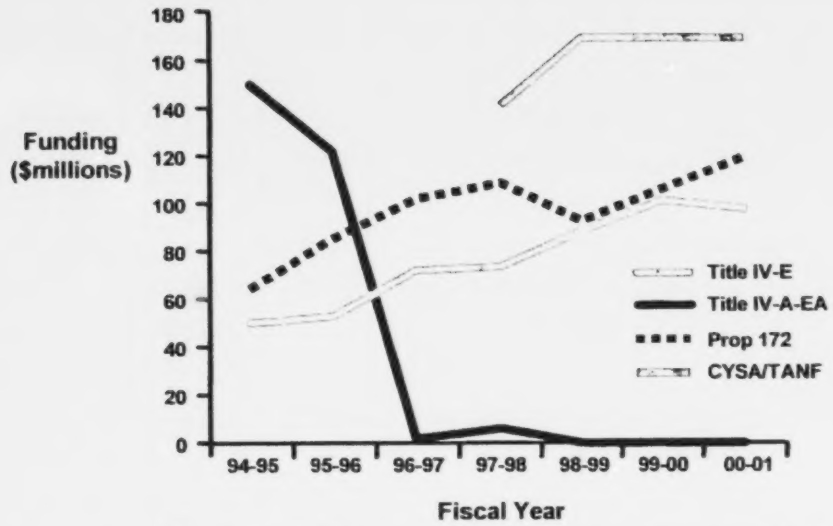
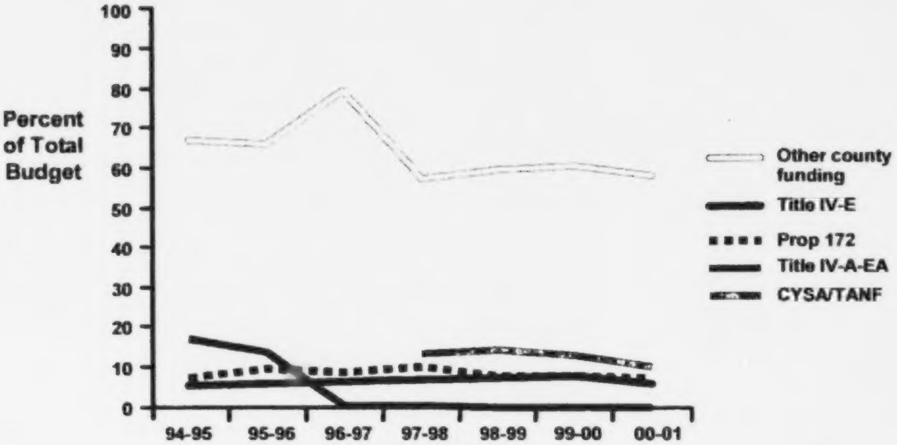
[31] Camps and ranches funding was broken out separately from FY 1998/1999 onward.



Sources: Probation Business Managers Association, Revenue Survey of CPDs, Various years; CDSS Fiscal Letters, various years

Figure 6.2—Selected Sources of CPDs' Funding, FY 1994-2001

Finally, in Figure 6.3, we present the percent of CPD budgets represented by other county funding, as well as CYSA/TANF and selected probation revenues. The largest percentage comes from Other County Funding. With the exception of FY 1995/1996 and FY 1996/1997, other county funding accounts for between 50 and 60 percent of budgets. CYSA/TANF represents approximately 10 percent of funding for CPDs.



Sources: Probation Business Managers Association, Revenue Survey of CPDs, Various years; CDSS Fiscal Letters, various years

Figure 6.3—Selected Sources of CPD's Funding, FY 1994–2001, by Percent

CYSA/TANF tends to represent a somewhat larger proportion of small counties' total budgets than is true for other counties. This is due to smaller counties having fewer additional sources of revenue than other counties. The reasons for this are several-fold, including:

- Small counties have fewer staff and so are unable to set aside dedicated staff (part-time or full-time) or hire consultants to write grant applications, as is the case for a number of medium-sized and large counties.
- Many grants require a local match that smaller counties may not be able to provide.
- Having fewer probation staff also means having fewer officers available to implement a new grant program.

Figure 6.4 presents major sources of funding for FY 1999/2000. The different funding sources represent smaller percentages of small county budgets than for medium and large counties.

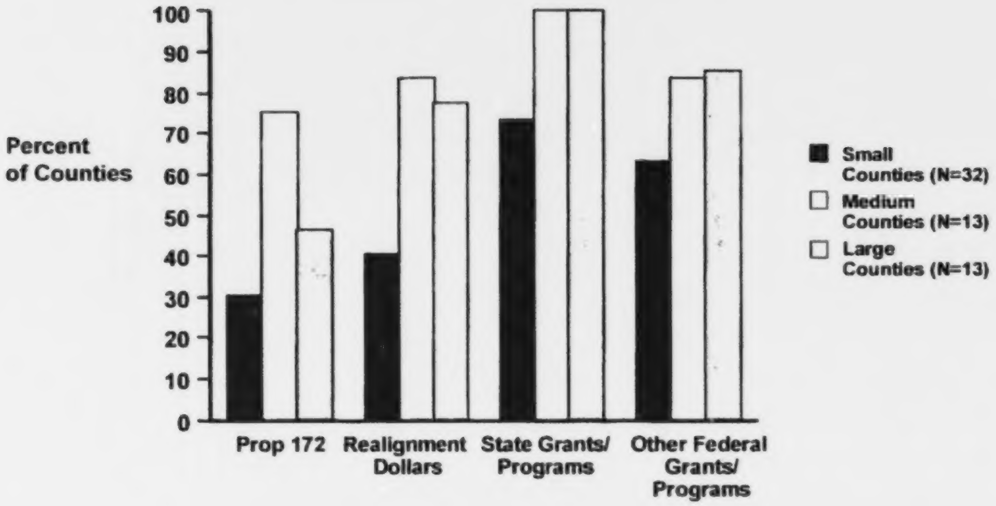


Figure 6.4—Funding Sources by Size of County, FY 1999/2000[32]

Claiming Strategies

This section examines the claiming strategies counties use and methods to optimize such strategies. The initial statewide survey asked CPDs about their overall claiming strategies in the early years of CYSA/TANF. Overall, we found that counties had very similar approaches. The majority of counties claimed CYSA/TANF through their institutions (i.e., juvenile hall, excluding ranches/camps). Specifically, two-thirds of counties indicated that they claimed 60 percent or more of their CYSA/TANF allocation through their institutions.

Almost three-quarters of counties used the services claiming methodology only in FY 1999/2000. Nine percent used the application/capitated rate methodology, and the remainder of counties used a combination of both methods. With the exception of the first year under CYSA/TANF when funding became available late in the fiscal year and counties were in the process of ramping-up their programs, most counties submit claims up to their CYSA/TANF cap each year with some routinely submitting claims over their CYSA/TANF cap.[33]

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[32] These data are from the Year 1 survey in which counties provided us a breakdown of revenues from selected sources.

[33] The reasons for submitting CYSA/TANF claims over the TANF cap include being unsure about which expenses may be CYSA/TANF-eligible and, thus, wanting to ensure that the county receives its full allocation, as well as a desire to document as many CYSA/TANF-related activities as possible in the event that current claiming may be used as the basis for adjusting future CYSA/TANF (or other programs') allocation amounts.

An important factor underlying the similarities in claiming strategies across the counties is the statewide training that the CPOC Funding Committee provided to CPDs. This training focused on CYSA/TANF eligibility requirements, on guidelines for designating a local planning council and developing expenditure plans, and on claiming procedures. In addition, this training has provided guidance on how to optimize claiming under the two federal programs—TANF and Title IV-E—from which CPDs are eligible for reimbursement.[34]

In general, CYSA/TANF represents flexible funding to the counties. Unlike other funding sources that often may be tied to specific programs, specific target populations, or have other restrictions or requirements (e.g., that funds be set aside to conduct an internal evaluation) tied to them—thus, limiting counties' spending options—the CYSA legislation gave CPDs only broad guidelines about how TANF dollars were to be used. The fewer restrictions under CYSA/TANF have enabled counties to apply these funds to program areas or populations that may not have fit well under existing funding mechanisms, to leverage other program dollars (e.g., expand programs started under other grant programs), to blend funding from several sources, or to fill service delivery gaps that the counties previously were unable to find funding for. For example, some counties have established multiagency service centers that "blend" dollars from CYSA/TANF, education, mental health, child protective services, and other agencies to staff and support these centers. In other counties, CYSA/TANF enabled probation to expand programs started under the Juvenile Challenge Initiative. As one senior administrator noted, "TANF dollars in their department's view have served as a 'multiplier' for their county in terms of helping to set the stage for funding of other programs and as a match in competing for new grants."

Counties may optimize the use of CYSA/TANF funds by coordinating with Title IV-E claiming. Title IV-E is the federal program under the Social Security Act through which CPDs are eligible for reimbursement of administrative costs associated with foster care field services. Services eligible for claiming under CYSA/TANF and Title IV-E overlap somewhat (e.g., case management), giving counties flexibility in terms of how they claim for these services under the two federal programs.

In addition, the two federal programs have different requirements—with Title IV-E being more restrictive than CYSA/TANF—that enable counties to optimize claiming under these two programs. Although CYSA/TANF is capped (i.e., counties are reimbursed for claims only up to their CYSA/TANF allocation, which is set by law), this program covers a broad range of services to families and youths who are in the justice system or out in the community. CYSA/TANF funds can be claimed by CPDs for services provided either within the institutions or for field services. In addition, CYSA/TANF reimburses for 100 percent of most costs incurred for services.[35]

In contrast, Title IV-E has a number of restrictions, including the following:

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[34] Title IV-E is the federal program that is part of the Social Security Act under which CPDs are eligible for reimbursement of administrative costs associated with foster care field services.

[35] The CYSA allocated federal TANF dollars to counties in proportion to each county's Title IV-A-EA claim during federal FY 1995. Probation's Title IV-A-EA claiming contributed to raising the block grant to California by $167 million. In addition, state General Funds totaling $32.7 million for support of ranches and camps operated by CPDs were moved to CYSA/TANF funding. The total CYSA/TANF allocation initially available to CPDs in FY 1997/1998 was approximately $174 million, of which $141 million through the CYSA was for juvenile services and $32.7 million was for the camps and ranches.

- Although Title IV-E is an uncapped entitlement, it only covers administrative costs associated with foster care.
- The program covers field expenditures only, with institutional costs generally excluded.
- A 50 percent local match is required.
- Title IV-E only reimburses 30-35 percent of field supervision costs incurred because of federal eligibility requirements.

Given these differences, some counties used selective claiming of CYSA/TANF and Title IV-E to maximize federal revenues received. How a county structures its CYSA/TANF program(s) and what claiming options are used determine how many federal dollars a county may receive from CYSA/TANF and Title IV-E. For example, some counties chose to claim CYSA/TANF in their institutions and Title IV-E for field activities. CYSA/TANF claiming for institutional costs (services or capitated rate) allowed counties the option of using reimbursement dollars from the CYSA/TANF claims to fund new field programs. The field programs, in turn, were eligible for partial reimbursement under Title IV-E. This approach made it possible for counties to maximize both CYSA/TANF and Title IV-E revenue.

Counties also have been very proactive about training their probation staff on how to accurately fill out time study sheets and on what activities can be legitimately claimed under CYSA/TANF versus Title IV-E. As a result, in some counties, how the dollars are spent differs from how they are actually claimed. For example, because of CYSA/TANF, a county may have been able to establish a new day reporting center. The county actually claims the CYSA/TANF allocation through time studies of services provided within custody, which frees up funding for field activities which can be claimed under Title IV-E. In general, counties view this strategy as a plus in that it gives them flexibility in deciding how best to apply these funds.

To optimize a county's overall claiming strategy, some CPDs have established "funding committees" or have hired consultants to advise them on how best to maximize their different funding sources (e.g., other county funds, CYSA/TANF, Title IV-E, Prop 172, and state and federal grants). In some counties, these activities are done as part of a larger context where consultants have been contracted with to provide fiscal advice to the county as a whole. Fifteen percent of counties indicated that they had established new committees to advise their probation department on a funding strategy. One out of five counties indicated that they already had such committees in place prior to CYSA/TANF to advise them on overall funding strategy. In addition, 15 percent of counties had hired outside consultants to advise them on overall funding strategy. In general, large counties were more likely than small counties to have such committees.

One large county that used a combination of services and capitated rate claiming for CYSA/TANF explained their overall claiming strategy as follows: "We use services claiming in our institutions to show the level of CYSA services provided in those settings. We claim the remainder of our CYSA/TANF allocation via capitated rate so as to keep field operations fully eligible for Title IV-E claiming."

Leveraging Local Resources

In the Year 3 survey, we asked CPDs in what ways they leveraged CYSA/TANF funds. As shown in Figure 6.5, over a third of CPDs indicated that they use these funds to fill in service delivery gaps within their county and/or claim CYSA/TANF in their institutions in order to make field programs possible. A quarter of CPDs also used CYSA/TANF funds to expand juvenile programs started under other grant programs, such as the Board of Corrections' Challenge grant program, and/or blended CYSA/TANF funds with other sources of funding to fund services or programs within their county. Only 5 percent of CPDs used CYSA/TANF funds as a match in applying for new grants.

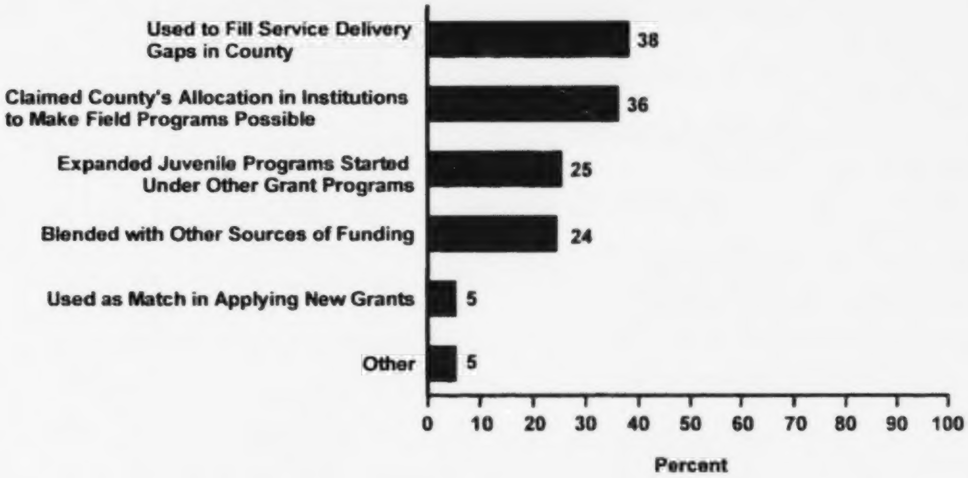

Figure 6.5—Ways CPDs Leveraged CYSA/TANF Funds

CYSA/TANF Revenue as New Program Dollars

The language of the CYSA set forth the legislature's intent that TANF funding be used to establish and maintain new programs within probation departments (WIC Sec. 18222 and 18225). However, the programs authorized for CYSA/TANF funding are sufficiently similar to traditional probation services for youths and families that counties wishing to do so could effectively use CYSA/TANF dollars to fund existing programs rather than new ones. In addition, CYSA/TANF funds were allocated based on the prior Title IV-A-EA funding that ended in December 1995. If CYSA/TANF funds did not represent new dollars or fund new programs, we might expect few changes as a result of CYSA/TANF.

Our analysis of the extent to which CYSA/TANF represents new program dollars used several sources of data, including data from the annual county revenue surveys, Year 3 surveys with the Chiefs in each county, and data gathered during our process study of 11 counties. The analysis of the revenue survey information was the best budget source available; however, it does have limitations. The surveys do not reflect actual expenditures closely enough to support definitive analysis of increases in funding to probation departments as a result of CYSA/TANF funding provided to counties. Additionally, each CPD receives a unique blend of county and non-county funding. As non-county funding unrelated to CYSA/TANF reimbursement changes, the percentage of county funding in the CPD budgets fluctuates in ways not related to CYSA/TANF funding. Despite this limitation of the revenue surveys, multiple sources of data help provide us with insights into this issue.

As indicated earlier, prior to CYSA/TANF, CPDs were eligible to claim reimbursement for eligible expenses under the Title IV-A-EA program which began July 1, 1993. This program remained operational until December 31, 1995. Under Title IV-A-EA, CPDs could receive reimbursement for juvenile institutional services being provided with claims based on the eligibility of wards, not on the specific services provided. Under this program, CPDs were able to fund a number of programs specifically for youths, such as emergency shelters.

Starting in 1996, CPDs experienced an 18-month hiatus between the ending of Title IV-A-EA and the start of CYSA/TANF. In some cases, this meant that probation department services targeting youths that had been funded under Title IV-A-EA had to be discontinued or funded by other dollars. In other instances, county BOS chose to keep these programs running by allocating additional county funds to the probation departments.

When CYSA/TANF came into effect on July 1, 1997, some BOS opted to recoup these bail-out dollars by reducing the amount of county funds provided to probation departments by the amount of CYSA/TANF revenue they were expected to receive. In some counties, this was done only during the first year of CYSA/TANF, and in subsequent years, probation departments essentially received their full CYSA/TANF allocation to be used for new programs. In other counties, this has continued to be the practice to varying degrees. We turn now to more detailed examination of these trends, based on survey data from the Chief Probation Officers and analysis of county revenue surveys.

Perspectives from the County Chief Probation Officers

In our Year 3 survey of Probation Chiefs, we asked about the experiences counties had in terms of using CYSA/TANF funds. Some of the questions were directed at the estimated impact the funds had on the county, while others addressed the relationships between probation and other county agencies, the BOS, and local service providers—agencies with whom CPDs coordinated in terms of funding. Additional items asked specifically about whether CPDs had control over the monies or whether the BOS required certain paybacks or reductions in general funds to CPDs.

The CYSA/TANF legislation allowed for various local interpretations in how the funds were to be expended. One area we were interested in was the potential repayment by CPDs of bailouts by counties for the loss of Title IV-A-EA monies prior to the first year of CYSA/TANF funding. In 72 percent of the counties, Chiefs reported that no portion of the initial CYSA/TANF funding was retained by the counties for repayment of the bailout. Large counties were less likely to report monies being withheld (20 percent), while moderate-size counties were the most likely (35 percent) to have monies withheld. Five counties indicated that they had to use less than 50 percent of their year 1 CYSA/TANF funds to pay back the county, and three paid back with approximately half their allocation. Four counties reported that they were required to pay back their entire year 1 CYSA/TANF allocation to the county. Over successive CYSA/TANF funding years, the situation remained the same: Most CPDs reported available percentages of counties' CYSA/TANF allocation were the same over time. In a handful of counties, the situation had changed. In a few instances, the CPD was able to retain more dollars in subsequent years; in one county, the CPD received a lower percentage of the funds over time.

Even though counties may have been able to use all CYSA/TANF monies without repayment of county funds for the Title IV-A-EA—CYSA/TANF gap, the additional funds represented by CYSA/TANF may have been limited in an historical context. Other county dollars may have been reduced during prior time periods. As one medium-sized county explained:

> We were able to use the funds in any manner consistent with TANF guidelines without local impediments or restrictions. It should be noted that we had previously lost County General Fund revenue equal to our Title IV-A-EA claims. General Fund revenue was not restored when Title IV-A-EA "disappeared."

Legislative intent for "new" versus existing programs and the use of CYSA/TANF monies in the juvenile halls were mentioned by some counties as issues. Some counties felt the use of funds for services in the juvenile halls was not in keeping with the intent of the legislation, although it was allowable. As one small county explained:

> The legislation does not strictly prohibit the use TANF funds for "bricks and mortar" at our detention facilities. Clearly, the intent of the legislation was to not use this funding for juvenile hall costs, yet the law did not clearly prohibit supplementation (sic) [supplantation]. Board staff therefore attempted to use this funding for things other than new and direct services.

Overall, approximately one-third of counties indicated some type of fiscal pressures—either withholds in general funds to cover bailout funds provided by counties to CPDs when Title IV-A-EA ended, retention by the county of some portion of CYSA/TANF funds, or pressures to use the CYSA/TANF funds in some capacity other than what CPD might have desired.

Despite these pressures, three-quarters of Probation Chiefs indicated that they felt CYSA/TANF represented new program dollars available to their departments. Twelve percent felt there was no net change in the amount of funding available. About a quarter of the Chiefs felt the net effect was modest. This was most pronounced for the moderate-size counties, where one-third felt the net increase was modest. Fewer than 20 percent of the larger county Chiefs felt this way. About 10 percent reported that demands or political pressures from other county agencies and/or local service providers necessitated that CYSA/TANF funding be shared. CYSA/TANF funds were infrequently used as replacement funds (8 percent of Chiefs) for the loss of other grant funding (such as the Challenge grants).

What was the nature of the relationships that led to these funding decisions? Were they cooperative or contentious? In the Year 3 survey, Chiefs reported their levels of involvement with county BOS, other county agencies, and local service providers/CBOs as being more hands-off than hands-on in decisions about the use of the county's CYSA/TANF allocation. This was particularly so for local service providers and CBOs and less so for other county agencies. In about 15 percent of the counties, chiefs reported their local service providers and CBOs were very hands-on in these decisions.

Levels of cooperation were generally very high. On a five-point scale from 1 (contentious) to 5 (in close agreement), the average rating for county BOS exceeded 4. Relationships with other county agencies and local service providers were also high (3.9 and 3.8, respectively). In fewer than 5 percent of the counties did the Chief report "contentious" cooperation with the BOS, other county agencies, or local service providers/CBOs. Medium-sized counties reported the highest levels of cooperation from county BOS, other county agencies, local service providers/CBOs. Small counties reported more hands-on involvement from other county agencies and somewhat less involvement from the BOS than did medium and larger counties.

Over all counties, there appeared to be no relationship between level of involvement with BOS, other county agencies, local service providers/CBOs and the degree of cooperation. However, for larger counties, higher degrees of cooperation were associated with a more hands-off approach for relationships with the county BOS.

Analysis of County Revenue Surveys

County revenue survey data shown earlier in Figure 6.1 are consistent with the experiences reported by the Chiefs. Other county funding increased during FY 1996/1997 at the time Probation revenues dropped because of the termination of Title IV-A-EA funds. Other county funding was reduced in the subsequent year, as CPDs began receiving CYSA/TANF dollars. Regression analyses suggest that the infusion of CYSA/TANF funds in FY 1997/1998 was completely offset by reductions in other county funding. In subsequent years, increases in CYSA/TANF dollars were associated with increases in overall county budgets, consistent with CYSA/TANF adding new program dollars in later years. However, increases in other funding sources (e.g., Prop 172, Title IV-E) were also occurring at the same time and were probably partially responsible for the observed relationship between CYSA/TANF funding and increasing county budgets.

Importance of CYSA/TANF Funding for CPDS

CYSA/TANF provides approximately $168 million a year for CPDs, which represents a major revenue stream for CPDs across the state. Chiefs were asked to indicate the importance of these monies as a dependable revenue source to their departments. Over 90 percent of Chiefs indicated that CYSA/TANF was a very important source of revenue to their CPDs. The few exceptions to this perception were from a handful of medium-sized counties.

When asked to indicate what CYSA/TANF funding allowed their counties to do, Chiefs provided detailed explanations of the individual programs, positions that were saved from budget cuts, services provided, etc. Clearly, each county has tailored the funds for the needs of their individual county. A few general themes that came through included comments that CYSA/TANF allowed counties to increase services in both the juvenile halls and in the field and that without CYSA/TANF funds, counties would have only been able to provide mandated services. In fact, if CYSA/TANF funding were cut, all the

Chiefs felt that changes would be made to existing CYSA/TANF and/or other prevention/intervention program/services in their county. The most frequently cited change in prevention/intervention programs/services offered by departments would be that programs would have to be cut (86 percent of respondents); fewer mentioned seeking replacement funds for the CYSA/TANF programs (56 percent).

Summary of Results

Funding for CPDs is complex. Departments receive funding from a number of sources that change over time. Most relevant to the understanding of CYSA/TANF funding is Title IV-A-EA. Under Title IV-A-EA, CPDs received reimbursement for juvenile institutional services with claims based on eligibility of wards. This program remained operational until December 31, 1995. Starting in 1996, CPDs experienced an 18-month hiatus between the end of Title IV-A-EA and the start of CYSA/TANF. When CYSA/TANF was implemented, county allocations were made proportional to each county's Title IV-A-EA claim during federal FY 1995/1996.

The total CYSA/TANF allocation initially available to CPDs in FY 1997/1998 was approximately $141 million. Since then the statewide allocation has been approximately $168 million a year. Overall, CYSA/TANF funding has represented about 10-15 percent of CPD budgets over the past several years. Allocations to California's counties vary greatly, with bigger counties receiving larger allocations. In FY 2000/2001, the smallest counties received allocations of less than $20,000; the largest allocation was over $68 million. On the whole, smaller counties tended to have fewer sources of revenues beyond CYSA/TANF and Title IV-E, so these sources ended up representing a somewhat larger share of their budgets than was true for larger counties.

The majority of counties used a similar claiming strategy for CYSA/TANF, with almost three-fourths using a services claiming methodology and the two thirds claiming 60 percent or more of their CYSA/TANF allocation through their institutions. Some counties used selective claiming of CYSA/TANF and Title IV-E to optimize federal revenues received, and some CPDs (primarily the larger ones) established "funding committees" or hired consultants to advise them on how best to maximize their different funding sources.

The extent to which CYSA/TANF represents new program dollars varies by CPD and across years and depended on how the county historically dealt with Title IV-A-EA monies. During the 18-month hiatus between the end of Title IV-A-EA and CYSA/TANF implementation, some CPDs cut services, and some were able to retain services because county BOSs allocated money out of county general funds. However, once CYSA/TANF came into being, some BOSs opted to recoup the bailout dollars by reducing the amount of county general funds provided to CPDs by the amount of CYSA/TANF revenue the CPDs were expected to receive. Thus, some CPDs did not ultimately have complete control over their CYSA/TANF dollars.

Given this lack of control, we sought to better understand the fiscal pressures the CPDs were under in using their CYSA/TANF monies. Overall, about one-third of counties indicated some type of fiscal pressures—either withholds in general funds to cover bailout funds provided by counties to CPDs when Title IV-A-EA ended, retention by the county of some portion of CYSA/TANF funds, or pressures to use the CYSA/TANF funds in some capacity other than what CPD might have desired. However, despite these pressures, three-quarters of Probation Chiefs indicated that they felt CYSA/TANF represented new program dollars available to their departments. Moreover, over 90 percent of the Chiefs indicated that CYSA/TANF was a very important source of revenue to their CPDs, allowing them to fund programs, save positions from budget cuts, and provide services.

Analysis of county revenue survey data, although limited due to differential reporting by counties, is consistent with the experiences reported by the Chiefs. Other county funding increased during FY 1996/1997 at the time Probation revenues dropped due to the termination of Title IV-A-EA funds and was reduced in the subsequent year, as CPDs began receiving CYSA/TANF dollars. In subsequent years, increases in CYSA/TANF dollars were associated with increases in overall county budgets, consistent with CYSA/TANF adding new program dollars in later years. However, increases in other funding sources were also occurring at the same time and were probably partially responsible for the observed relationship between CYSA/TANF funding and increasing county budgets.

7. Conclusions

In assessing how counties utilized their CYSA/TANF allocations and the impact at the system and individual levels, the fundamental question is whether the intent of the CYSA legislation was met. In this concluding section, we look first at what the intent of the legislation was in deciding to provide federal TANF funds to CPDs and then examine how well the counties met that intent. We then examine some lessons learned.

The Intent of the CYSA Legislation

The CYSA specified that counties meet certain requirements to be eligible for federal TANF funds. First, counties were to undertake a formal planning process that included establishing a local planning council whose role would be to advise the Chief Probation Officer in the development of the CYSA/TANF expenditure plan. The planning councils were to comprise representation from a number of different agencies and community groups involved with children's issues in the county, including the following:[36]

- county departments, including health, mental health, probation, child protective services, and education
- local school districts
- city and county law enforcement agencies
- CBOs that serve at-risk youths
- one or more youths who are at-risk or have been adjudicated under Section 601 or 602 of the Welfare and Institutions Code (WIC)
- parents or family members of at-risk youths.

The CYSA also required that the county BOS approve the expenditure plan developed by the Chief Probation Officer and the planning council. The counties were to implement CYSA/TANF-funded programs in any of the 23 service delivery areas summarized earlier.

Ultimately, CYSA/TANF-funded programs were to help achieve the four overarching federal TANF goals of

- providing assistance to families so youths may be cared for in their homes
- reducing the dependence of needy parents on government benefits by promoting job preparation, work, and marriage

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[36] Comprehensive Youth Services Act (18225(a)(2)(B) WIC).

- encouraging the formation and maintenance of two-parent families
- preventing and reducing the incidence of out-of-wedlock pregnancies.

The legislative intent of the CYSA was several-fold. Federal TANF funds were to be used for new programs and services whenever possible. Funded programs were to focus more on prevention/intervention whenever possible. For families served by multiple agencies (e.g., probation, mental health, child protective services), the CPD was to develop coordinated family service plans with these other agencies.

In addition, whenever possible, CYSA/TANF-funded programs were to

- use available community resources (including community service providers)
- be family-focused
- be oriented toward principles of personal responsibility and self-reliance
- help families develop problem solving skills
- be based on case plans
- address immediate needs and risk factors.

Overall, CYSA/TANF-funded programs were intended to help keep at-risk and probation youths from future crime and to develop the necessary skills to avoid public assistance when they become young adults. In addition, CPDs were to serve parents of these youths when doing so would promote increased self-sufficiency, personal responsibility, and family stability.

How Well Counties Have Met the Legislative Intent

The CYSA required that each county establish a local planning council to advise the Chief Probation Officer in developing an expenditure plan. Of the 55 CPDs who responded to the Year 1 survey, 95 percent indicated that such a planning council had been established. Three percent of the small counties that responded indicated no such council had been established.

Three-quarters of the planning councils used existing planning bodies for CYSA/TANF. Small counties (25 percent) were more likely than medium-sized or large counties to form newly constituted planning councils for planning purposes.

Most CPDs' planning councils included representatives from county mental health, local law enforcement, local school districts, county welfare, and the district/city attorney's and public defender's office. Approximately 80 percent of CPDs also had representatives from the county health department, child protective services, and the county BOS on their planning council. However, only 20 and 30 percent of counties reported having families or at-risk youths on their councils.

Responsibilities of the planning councils entailed reviewing both initial and subsequent expenditure plans in two-thirds of the counties. In addition, planning councils provided guidance on service selection and target populations. Overall, 56 percent of counties indicated that their planning council's scope of responsibility extended beyond CYSA/TANF. In addition, the larger a county, the more likely this was to be the case. Further, 28 percent of planning councils evolved over time into a general "grants" planning body within the county.

Another measure of planning council activity is how frequently they meet. In general, the larger the county, the more likely the planning council was to meet regularly to discuss CYSA/TANF-related issues. In 91 percent of counties in which planning councils did not meet regularly, the CPD was a member of another group that met regularly to discuss juvenile or youth issues.

Suggested changes or recommendations to initial or subsequent expenditure plans for CYSA/TANF is another measure of how active these planning bodies were. Overall, 43 percent of planning councils made recommendations or suggested changes to the Chief Probation Officer, with larger counties more likely to have councils active in this regard.[37]

The CYSA required that the county BOS approve the expenditure plans for CYSA/TANF funds. Most county BOS (93 percent) accepted all the Chief Probation Officers' initial recommendations for expenditure of CYSA/TANF funds. Only a small number of counties (4 percent) had their BOS make modifications to the initial expenditure plan. Modifications included changing the priority for camp placement funding and having a portion of first-year funding go to county general funds because full CYSA/TANF allocation could not be expended on the plan.

In general, large counties were more likely to have their county BOS make modifications both initially and in subsequent years to their CYSA/TANF expenditure plans. Forty-three percent of counties reported that subsequent changes were made to their expenditure plans. A number of the changes were made as a result of increased CYSA/TANF allocations beginning in FY 1998/1999. The increases allowed a number of counties to expand or add services or programs.

Thirty-eight percent of CPDs undertook a new planning process to develop their expenditure plans, whereas a quarter relied on existing county-wide plans. Another 25 percent of counties, while relying on existing plans, also undertook additional assessment activities to either augment or update their plans.

Planning factors that CPDs considered most important were

- amount of CYSA/TANF funds available to probation for service delivery
- CYSA requirements
- local action plan/county-wide plan
- input from other local agencies, service providers, or experts
- availability of community resources

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[37] Based on our site visits, planning council activity varied considerably; some met only once to approve the initial expenditure plan, others meet as needed to review proposed changes, and (in one small county) a subset of the council members meet on a weekly basis.

- availability and expertise of probation staff
- availability of other grants or funding sources.

A number of counties focused their CYSA/TANF funding on the prevention/ intervention end of the continuum of options. For example, for the 1st key program, 35 percent of counties indicated that their CYSA/TANF funds were used on prevention, 44 percent on early intervention, and 24 percent on diversion-type programs. These programs included such activities as establishing a prevention network, teen or peer courts, after-school programs, a 24-hour crisis intervention center, and a juvenile assessment center for first-time offenders.

As noted earlier, in subsequent programs, large counties (representing 82 percent of the total CYSA/TANF funding initially provided to probation) in particular tended to focus more on prevention/intervention as part of their 2nd and 3rd key programs. In addition, 73 percent of counties indicated that they had developed family service plans for CYSA/TANF clients with other agencies.

Counties implemented programs across the 23 service categories. One-half to two-thirds of counties used their CYSA/TANF funds either to add new services or to enhance existing services in three of the four groupings:

- formal treatment services: 61 percent
- skills development services: 56 percent
- coordination services: 52 percent
- other services: 31 percent.

Only for services such as home detention, respite care, after-care services, and emergency shelter (i.e., the "other" services category) did fewer than 50% of counties add or enhance them under CYSA/TANF.

Keeping in mind the four overarching federal CYSA/TANF goals, a number of counties indicated they had either added or enhanced skills development or family-related services that would directly contribute to achieving these goals, including

- family crisis intervention: 56 percent
- parenting skills development: 58 percent
- family mentoring: 49 percent
- social responsibility training: 66 percent.

The CYSA legislation encouraged CPDs to use available community resources (including local service providers). In Year 3, we found that approximately half of the counties outsourced some of their CYSA/TANF programs and/or services. Of those that outsourced, two-thirds used a combination of local service providers (e.g., nonprofit organizations, non-county service providers) and other county agencies (e.g., department of mental health, department of education). CPDs that outsourced their CYSA/TANF programs and/or services had an average of 10 contracts with outside organizations. CPDs tended to rely primarily on outside service providers for formal treatment and life skills development services.

In summary, CPDs appear to have followed closely the planning guidelines laid out in the CYSA. The 23 services eligible for CYSA/TANF funding were provided in the context of a number of different programs, ranging from contracting with mental health service specialists to providing counseling to at-risk youths or to youths in the institutions, to establishing multiagency centers where wrap-around services could be provided to youths and their families. CPDs used their CYSA/TANF funds both to add new services and to enhance existing services in the 23 service delivery areas stipulated by the legislation. In addition, counties used CYSA/TANF funds to retain some services that may have been lost due to funding cuts or grant program termination.

As noted in Chapter 2, 80 percent of counties targeted more serious youths and families in their 1st key CYSA/TANF program, but in subsequent programs, they also targeted community youths and at-risk youths. The focus of these programs covered the entire continuum of options, with one-third of CPDs using CYSA/TANF to fund prevention programs and nearly one-half using CYSA/TANF to fund early-intervention programs in their 1st key program. Three-quarters of counties also reported having developed joint family service plans with other agencies for individuals eligible for CYSA/TANF-funded services.

How Well Did the Individual Program Outcomes Address CYSA/TANF Goals?

CYSA legislation had three basic goals:

- to keep probation youths from further crime
- to help probation and at-risk youths develop essential skills to avoid dependence on public assistance (Section 18220(j) WIC)
- to help achieve four overarching federal TANF goals: (1) provide assistance to families so youths may be cared for in their homes; (2) reduce dependence of needy parents on government benefits by promoting job preparation, work, and marriage; (3) encourage formation/maintenance of two-parent families; and (4) prevent/reduce incidence of out-of-wedlock pregnancies.

These goals range from being directly aligned with probation's traditional mandates (protecting the public and rehabilitating youths) to being quite beyond traditional services. In particular, the four federal CYSA/TANF goals appear only indirectly related to traditional probation activities and programs. Requiring probation programs to demonstrate successful outcomes on these types of measures may be problematic.

In the four outcome programs we studied, the second goal of CYSA was addressed primarily through the provision of services and the implicit expectation that later on these skills would lead to reduced reliance on public assistance. Many of the 23 services provided help to build life skills that should lead youths to more productive and less crime-prone lives.

It is the first goal that most CYSA/TANF programs can and did address most directly. All four programs we studied were concerned with public safety and keeping youths from further crime. Each of the programs was able to accomplish this to some degree, although program effects were often small. Small program effects, however, are often the norm. On average, juvenile programs are effective at producing modest changes in outcomes. Based on a review by Lipsey and Wilson (1998), the average differences for program effects were on the order of 12 percentage points' improvement of the experimental groups over comparison groups for groups of serious juvenile offenders.

Across the state, CPDs used CYSA/TANF to fund programs and services in such areas as social responsibility training, parenting classes, family mentoring, educational advocacy and attendance monitoring, alcohol and drug education, and crisis intervention—all of which would contribute directly to achieving the four federal TANF goals. In particular, the activities that the CPDs have undertaken under CYSA/TANF appear to support the goals of (a) providing assistance to families so that youths may be cared for in their homes, and (b) reducing the dependence of needy parents on government benefits (and the corollary of helping youths develop the skills and educational attainment necessary as young adults to not be dependent on government assistance).

Lessons Learned

The evaluation of CYSA/TANF implementation and impact has provided several lessons.

Parsing the Impact of CYSA/TANF

From the evaluator's perspective, a major challenge was parsing the independent effects of CYSA/TANF from ongoing funding and programming activities within the counties. Rather than representing something completely new, many aspects of CYSA/TANF implementation built upon existing structures and programming options. A large number of the 23 services specified in the legislation were being provided in counties before CYSA/TANF. CYSA/TANF helped many counties substantially modify or enhance existing services, by adding probation staff, adding new sites, expanding the size of the population served, etc.; however, few counties added any of the 23 services as something completely new. Planning bodies that helped identify program gaps and funding priorities had been in place for Juvenile Challenge programs since the late 1990s.

The funding environment complicated our understanding of CYSA/TANF impact. Blended funding made it difficult to identify many programs as purely CYSA/TANF. Particularly in the larger counties, several sources of funding are used for programs. Such programs can be considered CYSA/TANF, but they may also be considered Title IV-E programs or other county funding programs. The ability to claim CYSA/TANF for services provided in custody and to use the reimbursement funds for field or other programs in subsequent years also clouded our definitions of what programs were made possible by CYSA/TANF. To capture this practice, we asked counties to tell us about programming and services provided as a result of CYSA/TANF, as well as those that were provided directly with CYSA/TANF funds. This distinction was not easy for many counties to make. Because CYSA/TANF funds became available after the termination of Title IV-A-EA, counties reported using the new funds to retain or build back up programs that had been cut back because of a loss in Title IV-A-EA and other funding sources. This practice would tend to reduce the number of "new" programs being added with CYSA/TANF funds. Finally, differing accounting practices in the counties precluded us from definitive analyses of whether CYSA/TANF funding represented "new" funds.

Although the funding environment and existing structures may have made it difficult for the evaluation to definitively determine which programs were made possible by CYSA/TANF funds, they allowed the counties the flexibility and base from which to make funding and programmatic decisions tailored to their county's needs. As we indicated in Chapter 5, CYSA/TANF seems to have continued an important system-wide sea change that began under Title IV-A-EA, from a focus on suppression, enforcement, and monitoring of youth offenders to a focus on families and on rehabilitative and therapeutic approaches.

Analyses of implementation and impact would be greatly aided by consistent budget reporting across counties, as well as more detail in documenting which dollars were used for which services and for which youths and families. This would require better tracking systems than many counties currently have.

Our analysis of the statewide implementation and system-level impacts were based largely on counties' self-reported perceptions and experiences. We were not able to independently verify information reported by each of the counties. Thus, our statewide findings reflect CPDs' viewpoints regarding CYSA/TANF.

Tightening Legislative Intent

A second lesson learned was reiterated many times in our discussions with probation staff. Although the legislature's intent was that CYSA/TANF funding be used to establish and maintain new programs within probation departments, there was enough "wiggle room" in the legislation for BOSs to withhold some of the funds from CPDs. About one-third of the CPOs indicated some type of fiscal pressure—either withholds in general funds to cover bailout funds provided to the counties to CPDs when Title IV-A-EA ended, retention by the county of some portion of CYSA/TANF funds, or pressures to use the CYSA/TANF funds in some capacity other than that CPDs might have desired. Future legislation should be drafted to ensure that funds are used in keeping with legislative intent.

Demonstrating Program Effectiveness

Increasingly, CPDs are being asked to provide evidence of the effectiveness of their programs. Through grants for Juvenile Challenge, Juvenile Justice Crime Prevention Act, and the Repeat Offender Prevention Project, the state has required CPDs to report on state-legislated as well as county-determined outcomes. Programs that can provide evidence of their implementation and effectiveness can more effectively compete for limited resources. CPDs are still in the early stages of making evaluations a routine part of doing business. This evaluation, including the four separate outcome evaluations, is part of an overall effort to assess performance. We recommend ongoing analysis of the implementation and impact of not only CYSA/TANF funding, but other major probation programs as well.

Using CBOs More Effectively

Our surveys of CPDs revealed that a large number of the CYSA/TANF services were outsourced to CBOs and other county agencies. Formal treatment services—such as mental health assessment and counseling; individual, family, and group counseling; and drug and alcohol education—were among the most frequently outsourced. Outsourcing provides flexibility and a mechanism to bring in needed expertise. Contracting with CBOs, however, also poses challenges for CPDs, such as problems in assessing organizations' qualifications and in monitoring compliance with contracts. Our site visits with CBOs also illuminated an additional issue that impacts the ability to determine the numbers of youths and families served by CYSA/TANF. Because CBOs received funding from a variety of sources, they were often not able to indicate whether a particular youth or family received services using CYSA/TANF funds. Instead, they were able to indicate how many youths were served by their programs during a specified time period. Detailed record keeping by CBOs on the services and funding streams provided to individual clients (which can also serve as billing records) would assist CPDs in monitoring contract compliance, as well as in understanding the implementation of the 23 CYSA/TANF services.

Understanding the Difference Between Large and Small Counties

One challenge in implementing a statewide initiative such as CYSA/TANF is the ability to account for important differences in capabilities and in the constraints that face small, medium, and large counties. Large counties have several distinct advantages:

- larger probation and administrative staffs to implement and administer CYSA/TANF programs
- more experience in applying for grants and, thus, the ability to leverage CYSA/TANF funds and other grant programs to provide juvenile services
- sizable CYSA/TANF allocations available for programs and services.

In general, large counties were better positioned to optimize their CYSA/TANF allocations by being able to do selective claiming, build upon existing programs/services and relationships with local service providers, and leverage CYSA/TANF and other grant programs that target juveniles. Although CYSA/TANF represented an important source of revenue for the small counties, they found it challenging to implement CYSA/TANF for several reasons:

- limited staff to implement CYSA/TANF programs and to administer claiming
- limited options for local service providers to contract for CYSA/TANF services and limited capacity of service providers
- complex claiming procedures
- small size of their CYSA/TANF allocation.

Small counties tend to have fewer additional funding options than other counties for juvenile services, with limited ability to compete for state or federal grants. In general, small counties felt CYSA/TANF allocations were too small for extensive programming. In some cases, funds were sufficient only to hire an additional DPO. Small counties also tended to have fewer services in-place. The limited range of service providers in these counties also limited the options these counties had in terms of service provision for juveniles and their families.

Under the CYSA, the initial distribution of the federal TANF block grant to California was based on a formula that took into account the percentage of a county's total population that was 10-19 years old. What this formula did not take into account was the fact that there are certain fixed costs in implementing any program regardless of its size and that some counties may have had to rely heavily on outsourcing to obtain services. These differences in implementation challenges between small and larger counties suggest that possible program modifications may be needed if CYSA/TANF is extended past its current sunset date.

Six years after the Comprehensive Youth Services Act was created, CPDs continue to view the funding as integral to their departments' operations. CYSA continued a system-wide sea-change begun in the early 1990s that changed CPDs' monitoring of youthful offenders to an emphasis on families and on rehabilitative and therapeutic approaches. Counties have used CYSA/TANF to fund services and programs across the continuum of options—from prevention/early intervention through custody. Counties used CYSA/TANF to provide a large number of the 23 eligible services. Many, however, had a number of these services in place prior to CYSA/TANF. In this context, a number of CPDs used CYSA/TANF to build up their portfolios with respect to the depth and type of services being provided to juveniles and their families. CYSA/TANF funds are integral to CPD operations, representing approximately 10% of annual budgets. CYSA/TANF also served to fill an important funding gap after the end of Title IV-A-EA. Our analysis of four county programs did not show marked program effects. Four programs, however, cannot provide definitive evidence for all programs across the state. Our "lessons learned" suggest further directions for better understanding the implementation and impacts of CYSA/TANF. Given the importance of CYSA/TANF, we encourage continued evaluation and monitoring of this program.

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